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ABSTRACT

This report examined the state of postsecondary education in Manitoba and offers recommendations for the improvement of university governance, scholarship, financial management, public accountability, accessibility, aboriginal peoples, and institutional linkage. It specifically examined the operation of the University of Manitoba, the University of Winnipeg, Brandon University, and the College universitaire de Saint-Boniface. Among the 41 major recommendations, the report called for: (1) prioritization of program funding at universities to make better use of limited financial resources; (2) reduction and streamlining of university committees; (3) giving equal consideration to teaching, service, and research in regard to faculty promotion; (4) universities to make more clear to the public their mission, goals, and activities; (5) expansion of the role of community colleges; and (6) creation of a Cabinet Committee on Post-Secondary Education. Six appendixes outline the statutory powers of the boards of governors of the institutions, provisions of the University of Manitoba collective bargaining agreement, undergraduate and graduate tuition fees, speakers at local hearings, and the terms of reference of the report. Contains 73 references. (MDM)

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POST-SECONDARY EDUCATION IN MANITOBA:

DOING THINGS DIFFERENTLY

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Report of the
UNIVERSITY EDUCATION REVIEW COMMISSION

DECEMBER 1993

HE 027 444

BEST COPY AVAILABLE

December 16, 1993

The Honourable Gary Filmon
Premier
204 Legislative Building
450 Broadway
Winnipeg, Manitoba
R3C 0V8

Dear Premier:

In accordance with the terms of reference, we are pleased to submit our report entitled

POST-SECONDARY EDUCATION IN MANITOBA:
DOING THINGS DIFFERENTLY

We hope that the report will provide useful markers for the future development of Post-Secondary Education in the province. We found our task to be challenging but less so no doubt than the one that lies ahead.

Yours sincerely,

Sid Gordon

Kevin Kavanagh

Kathleen Richardson

Duff Roblin, Chair

THE COMMISSION:

Sid Gordon

Kevin Kavanagh

Kathleen Richardson

Duff Roblin, Chair

THE COMMISSION SECRETARIAT:

Kimberly Baril, B.A. (Honours), Administrative Assistant

Léo LeTourneau, Ph.D., Executive Director

Keith Lowe, Ph.D., Research Director

Acknowledgement

The public hearings at the beginning of our review gave the Commission the best possible introduction to our assignment. In The Pas, Thompson, Flin Flon, Brandon, St. Boniface and Winnipeg, we heard from over 200 presenters speaking as students, Aboriginal spokespersons, community leaders, professional organisation representatives, educationalists, university and community college representatives, and members of the general public. The range of views was wide and in general, focused on the advantages of constructive change.

Our tour of Manitoba's post-secondary institutions, our visits elsewhere in Canada and the Western United States, together with our research, private consultations and written submissions added to the scope of our considerations. In large measure, our report reflects our interpretation of what we saw, heard and read.

We are grateful to all who shared their opinions and experiences with us. We regard their contribution as an important public service.

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EXECUTIVE SUMMARY

Manitoba's university education system constitutes one of the principal assets of our society. It provides educational services to a client group composed of some twenty thousand full-time students and over sixteen thousand part-time students. Increasingly, it is being called upon to respond and adapt to the lifelong learning needs of Manitobans. Besides the talents of close to four thousand full-time scholars and staff, it is supported in 1993/94 by a public contribution of $202 million. In the light of our terms of reference, it is the task of the Commission to advise how best that asset should be managed in the public interest. This executive summary sets out our main observations and recommendations. They are intended to identify issues and opportunities, sharpen the focus, strengthen the coherence and promote excellence in the post-secondary education system.

Over the years, the support Manitobans have given their universities compares well with other provinces, but the limitations imposed by the exigencies of public finance have become increasingly apparent. Never was this more so than now, when universities have been notified of a reduction in provincial support. We note, however, that despite these developments, in their 1994/95 budget submissions to the Universities Grants Commission, universities are collectively proposing an increase of close to $19 million, or a 9.5% increase in provincial grants.

While it is right that we should look forward to better times, we have no means of knowing when public finances will ease. It is wise therefore to accept the evident probability that public financial constraints will continue for the medium term planning horizon. Universities must therefore so order their affairs as to make the best use of present resources in discharging their responsibilities to the Manitoba community. Such internal discipline need not be so much a handicap as a challenge to the skill of management and to academic adaptability. As our report will show, this is by no means a zero-sum game.

The University of Manitoba is the largest of the four institutions. It provides a wide range of undergraduate, graduate and professional programs; it serves 70% of the student population; and it receives the largest share of public support. Although the University of Manitoba is cited in many of our examples, we note that the spirit and

intent of our recommendations apply to each institution. While smaller and focusing mostly on undergraduate programs, the University of Winnipeg, Brandon University and the Collège universitaire de Saint-Boniface play important and distinct roles in higher education in Manitoba. We recommend that the proposed Council on Post-Secondary Education take into consideration their separate individual financial requirements when advising the proposed Cabinet Committee on Post-Secondary Education.

The most important question we examine concerns priorities within the institutions and in the post-secondary education system as a whole. With respect to the institutions, we raise the question of academic programs. Not every program is of equal importance. When resources are limited, choices must be made. More important things will be identified and reinforced. Matters of lesser importance will be allowed to diminish. The process of prioritization allows us to do first things first, to underwrite excellence and to make room for new initiatives that the times may require. This process is essential to the health of the universities and will make possible a positive and significant reallocation of resources. To do little or nothing is not an option but a prescription for mediocrity. We recommend that the boards of governors/regents exercise their statutory responsibilities of leadership and oversight in cooperation with the academic community to identify strategic priorities that will contribute most to the economic, social and cultural needs of society. Priorities will mean program changes. But it does not follow that options for students will be unduly limited. Expanded distance education delivery will broaden possibilities for Manitobans. Priorities need not to be a limiting factor.

Scholars and staff at the universities comprise a formidable combination of teaching, research and service skills. It is critical that such talent and skills be deployed to the best advantage of the university and the community, and that there be the most effective use of resources. To this end, we examine the core university functions of teaching, research and service. We conclude that the universities can make better and more effective use of available resources. In the event that any new arrangements we propose were to affect adversely the careers of scholars or staff, then adequate provision should be made for compensation.

The service function at the universities engaged our attention. In the case of the University of Manitoba, most of that activity is accounted for by internal service as opposed to service rendered external to the university. Internal service is described as time spent in consultations, committee work and related activities among academic colleagues. The 900 committees reported by the University of Manitoba are part of this service function. We estimate the cost of that internal service in 1992/1993 to be $30 million. We accept that these activities have their place. But by our reckoning such an allocation

of costly academic time is excessive. We recommend that the University of Manitoba target a reduction of fifty percent so that a streamlining of this function will release very substantial amounts of academic time for other activities such as teaching.

The quality of teaching also came under question in our public hearings. A bias in the reward structure against teaching and in favour of research was identified as a basic problem. We recommend this bias be corrected by giving equivalent status and value in the reward structure to teaching, research and service in a manner consistent with the employment objectives for individual academics. We recommend the creation of a more effective evaluation system for academics as a basis for promotion and tenure decisions. Student input should be a significant factor in the evaluation of teaching performance. Information was not available to allow the Commission to be satisfied on the question of teaching assignments or the so-called teaching load. These assignments bear on the size of classes and on the number of courses offered. We recommend that a monitoring of teaching assignments be undertaken and that this be reported to the proposed Council on Post-Secondary Education.

Research is an essential university function in which the wider community has a vital interest. A more effective link between universities and the community must be achieved. We estimate that, in 1992/1993, in addition to externally sponsored research, the University of Manitoba devoted about $60 million, mostly publicly funded, to internal unsponsored self-directed research including graduate studies. Over time, this represents a large investment by Manitobans. As far as we could ascertain from the information available to us, this self-directed research is only tenuously linked to Manitoba's social, cultural and economic interests. There is little policy pointing the direction of research to these areas. Technology transfer is underdeveloped. This need not be so. The success of the University of Manitoba Faculty of Agriculture in undertaking outreach to its provincial constituency while gaining scholarly recognition internationally is a case in point. We recommend that better links be formed both by policy and infrastructure to connect internally self-directed university research to Manitoba's social, cultural and economic interests. To assist the process, we recommend that the Provincial Government, through the Economic Innovation and Technology Council, convene regular meetings of interested parties, especially from the small business sector, to highlight the issues and promote practical interconnections.

We recommend that the Council on Post-secondary Education administer an incentive fund to stimulate and reward innovative developments in the core activities of teaching, research and service.

Tuition fees were examined. At present, in the Faculty of Arts at the University of Manitoba, tuition fees cover about thirty-three percent of faculty program costs. In some other faculties, the percentage of costs covered by tuition fees is dramatically less. We judge this to be inequitable. When tuition fees are again reviewed, across-the-board increases should be avoided. Subject to the limitations of practical considerations and good judgement, using the Faculty of Arts' thirty-three percent of faculty program costs as bench mark, we recommend that tuition fees in other faculties be related over time to faculty program costs. Tuition fees for graduate students should also be related over time more closely to faculty program costs. Tuition fees for foreign students should be double the fees paid by citizens of Canada. We note that after such increases, tuition fees would cover less than twenty-five percent of the university's operating expenditures. However, it is our view that, pending decisions on the financial recommendations of this report, the present level of tuition fees should be maintained. In the area of student assistance, we recommend that Manitoba urge the Federal Government to introduce an income contingent repayment plan.

It was made clear to us at the public hearings that, by and large, university performance is not well understood by the public. This is at the root of increasing pressure for accountability. Accountability involves ways and means of making clear to an outside observer what academics may take for granted. We have used the word "transparency" to describe this requirement in a shorthand way. In our reviews, we too have found that important aspects of university operations have not been transparent to us. A better organization and presentation of university affairs to the public is required, not least in the interest of the university itself. We recommend that the universities, in cooperation with the Council on Post-Secondary Education, report on the three core activities of teaching, research and service so that their activities may be "transparent" to the general public.

Up to the present, community colleges have occupied a subordinate and relatively isolated place in the Manitoba post-secondary education system. Student enrolment is among the lowest in Canada. The community college system must be reinforced and expanded. As a first priority for the post-secondary education system we recommend, as a reasonable target, a doubling of the participation rate in community college diploma programs over the next five years. Full-time year round operation will be needed to increase the number of places available. We recommend that a broader choice of diploma programs be developed to expand career options for high school students and to supply a pool of well-trained technicians to support economic development. We recommend that Keewatin Community College be the post-secondary education coordinating centre for Northern Manitoba. Distance education delivery will help to

expand community college outreach. We recommend that community colleges be placed within the remit of the Council on Post-Secondary Education to provide for their articulation within the post-secondary education system.

Distance education combined with current communication technology gives our universities and community colleges the opportunity to improve the quality of their offerings and to increase their variety. The technological highway enables institutions within Manitoba to exchange programs and courses. Outside the province the same electronic highway makes it possible to import programs and courses from any source desired. But even more valuable is the use of the electronic highway to open the door of accessibility to students in most places in Manitoba. Interactive two-way audio-visual communication brings any student into the education network. It serves students in rural Manitoba, in the North, in urban situations, at home and in the workplace. As a second priority for the post-secondary education system we recommend the further development of the distance education delivery system. A special agency of the Council on Post-Secondary Education will coordinate the various interests involved.

One of the important questions for the future is that of post-secondary education for the Aboriginal population of Manitoba. When constitutional responsibilities are clarified, we expect that the federal government will have financial responsibility for the post-secondary education of Aboriginal peoples. In the meantime, the issue is too important to neglect. The federal and provincial governments, the institutions and the Aboriginal community are presently engaged in a variety of useful initiatives. These are likely to continue. However, to bring focus and coherence to this matter, we have suggested that the Manitoba First Nations consider the concept of a First Nations Post-Secondary Education Authority.

We find that the provincial structure of post-secondary education governance now in place is inadequate for the formulation and implementation of post-secondary education policy. Substantial changes are called for. We recommend a Cabinet Committee on Post-Secondary Education to focus on policy in the post-secondary education sector just as the present Economic Development Board of Cabinet focuses on economic policy. The Committee will give strategic guidelines for the post-secondary education system and coordinate inter-departmental interests. In the interests of better communication, the Committee will meet at least annually with the chairs of universities and colleges.

We recommend a Council on Post-Secondary Education to replace the Universities Grants Commission. It will have a broad, proactive mandate to mediate government policy with post-secondary institutions, coordinate system-wide planning and budgeting, as well as responsibility for distance education, accountability reporting, accreditation, system data and community interconnecting relationships.

We find the internal governance of universities ill-adapted to respond in a timely fashion to a rapidly changing environment. Over the years, the effective diffusion of power from the board and president to faculties and departments offers, as an unintended consequence, resistance to change and a reinforcement of the status quo. Nevertheless, boards of governors/regents are by statute the paramount authority in the university structure, being endowed with plenary power. The responsibility for overseeing the proper management of the university is entrusted to their care. If our recommendations for resource allocation and institutional priorities are accepted, it will be the task of the boards of governors/regents to supervise their implementation in accordance with their statutory obligations. We believe that boards should take under advisement their own methods of operation with a view to improvement. It will be their primary task to reexamine the ways in which the university system deals with resource allocation decisions, institutional priorities and strategic direction. The principle of academic collegiality may co-exist with, but should not be allowed to encroach upon, management responsibilities.

Doing things differently is the theme of this report. Some of our recommendations respond to the financial constraints of the present day. But beyond that we intend other recommendations to promote the long term health of our post-secondary education system and to reinforce its capacity to serve our society. Though our mandate obliges us to propose remedies for shortcomings brought to our notice, we feel a strong obligation to respect the good work and accomplishments of good people in the universities and community colleges of the province. We trust that this report may be useful in continuing that good work in the cause to which we are dedicated.

Chapter 1

PRELIMINARY OBSERVATIONS

In addressing the task set forth in the terms of reference, it seemed wise to attempt an appreciation of the role and potential of the post-secondary education system in Manitoba in today's world.

From earliest times in this province, education has been understood as an important function of society. It has been seen to transfer the knowledge of civilization from one generation to the next, to seek out new knowledge and to fit its students to make their way in life. In the past, the post-secondary education system has responded reasonably well to that mandate and today many good things are being done by many good people in Manitoba's universities and colleges. There is strength to build on.

But the turn of events in recent years must give us pause. The signal lights are flashing. Things that are, are not at all like things to come. Society is in the midst of a sea change like nothing we have seen before in our time. The character of this change is unprecedented since the start of the industrial revolution. An economy based on natural resources and manufacturing is giving way to one based on information and service. The astonishing change in numbers employed in manufacturing and resource industries tells the tale. These numbers are falling while output holds steady. In contrast, information and service jobs are growing. Clearly massive restructuring of job opportunities is taking place within the developed world. Manitoba is not exempt from these striking trends.

Land, labour and capital are essential factors of production. But the decisive and truly dynamic factor today is none of these. It is knowledge. The emerging new world is driven by information technology and innovation. The post-secondary education system is the link through which people can connect with that new world. We note that the post-secondary education system is no guarantee of a job today but it does make prospects of employment much more likely for those whom it teaches. Experience since the days of the Luddite riots tells us that while economic changes strain individuals to the uttermost, over time, new but different jobs more than replace the old jobs lost.

The constitution assigns responsibility for education to the provincial level of government. If the foregoing examination is realistic, education, and particularly post-secondary education, becomes a vital provincial priority. If Manitoba is to keep up with the

future, let alone to improve on it, our society must provide the means to make that possible. Unfortunately, we cannot ignore the financial straits in which the Canadian and provincial governments are bound at present. In Manitoba, we have already been put on notice. It appears that there will be no early increase in government funding for the post-secondary education system. Nor can we overlook the equally valid claims for public funds posed by the needs of health and social welfare. But that reality need not prevent us from recognizing urgent concerns. Accessibility must be extended especially at community colleges. And, special attention needs to be given to students from First Nations communities. While the goal to restore the health of provincial finances is pressing, we must have confidence in better times. Our ambition therefore may exceed our present grasp. But having our ultimate goals clearly in view is critical.

Meanwhile, we must satisfy ourselves that we are making the best use of the resources that are available to us, and that Manitoba's intellectual, social and economic priorities for the post-secondary education system are all plainly set out in such a way as to commend themselves to students, educational institutions and to the taxpaying public. Institutional autonomy does not mean a university or a college is an off-shore island. The society which provides most of the money has something to say about what goes on at our post-secondary institutions and at our universities in particular. Moreover, there is a limit to what a province of one million people can do. Obviously we cannot excel in everything. An attempt to sustain a multi-university while operating with limited funds may result in doing too few things well. The need to accord priority to the things we should do best is pressing. Other provinces face the same pressures. Better post-secondary education cooperation between regions can help to extend our reach and to rationalize our ambitions.

There is also a need for provincial authorities to take the responsibility to indicate the broad social and economic lines of policy that should guide university and community college management. Overall, we also perceive a pressing need to facilitate easier communication and more effective articulation among all players including the general public. For example, the links between the post-secondary education system, high schools and the small business community may profit from examination. The potential to open up the classroom system and offer a new accessibility through the application of communication technology to distance education needs to be vigorously embraced. Governance structures, both internal and external to the system, that promote rather than impede decision making are called for, supported as they should be by a more easily understood system of accountability.

In these considerations, it is important to bear in mind the intellectual, the cultural as well as the economic thrust of the post-secondary education system. Technology may be the mantra of the day, but the wider uses of education have not lost their importance.

In teaching the values, the ethics and the principles of culture, the contributions of the liberal arts and sciences continue to be at the centre of good education. These disciplines encourage the capacity to learn and appreciate, to reason and understand, to adjust and apply, and to acquire added knowledge. Without these capacities technology and the economy may lose their way. The well rounded mind will help to manage the complexities, the speed, and the implications of the extraordinary changes modern technology imposes. But the liberal arts and sciences alone will be insufficient without a mastery of economic and technical developments. Thus do the two main currents of the post-secondary education system depend on each other. Here the life long learning needs of part-time students challenge the traditional teaching structure. The role of community colleges assumes a new priority.

If we refocus this appreciation more directly on our provincial economy the same argument presents itself from a different angle. This province was founded on two main economic activities. Agriculture was one. Our geographical position as a distribution centre was the other. Since then, mining, forestry and hydroelectric development were added. Vital as these resources will remain, it would be reasonable to assume their potential for growth in the 21st century may be limited. Our small business structure assumes ever more importance.

It is obvious then that the great resource we have still to maximize is human talent. The key to that potential in the age of the information revolution where knowledge is the primary resource, is education. Human beings are a crucial economic resource. Post-secondary education is certainly not the only determinant of economic success. The skills of the entrepreneur, a sound infrastructure and a compatible political environment are no less important. But post-secondary education is indispensable for the wealth creation that supports the activities of society. If our people have access to a post-secondary education system closely attuned to our economic and social priorities we give ourselves the best chance for a productive future.

> The university has a community role in that it must respond to community needs and aspirations. It must maintain close links with the community so as to anticipate its long term needs.
>
> *— Chantal Berard, Alain Boucher*
> *Conseil Jeunesse Provincial*

So again, our appreciation of the post-secondary education system in Manitoba leads us to place it at the top of the political agenda, as a priority of the province and its people. More than is the case in many tax expenditures, education may be described as a public investment. Indeed, through education we find the means to support other priorities such as health and welfare. Our report examines how these objectives can best be realized under the present circumstances and in accordance with our terms of reference.

Chapter 2

MISSION AND ROLES: A SYSTEM-WIDE PERSPECTIVE

In recent times, Manitoba's post-secondary institutions have explicitly defined the mission and roles to which they are committed. This commendable development, however, has taken place without the presence of an articulation of the mission and roles of Manitoba's post-secondary system as a whole. The Commission has viewed this as a deficiency in the context of an environment in which both inter-dependence and longer term planning for the future are so important. The Commission has therefore chosen to address this matter from a system-wide perspective.

One of the most fundamental and enduring purposes of education is the improvement in the quality of life of citizens. Education is a path which leads to a richer and fuller life. Studies of rates of return on education have consistently demonstrated that education does provide significant gains during a lifetime. But beyond the economic considerations, education is also a major civilizing influence. Taken together, these define the mission of our post-secondary education system, that is, to contribute to the cultural, social, and economic development of Manitoba, Canada and the world by the creation, preservation and communication, as well as the application of knowledge. The last four decades have seen a significant growth in the number of people pursuing some form of education. As we enter the last decade of the twentieth century we see students being trained for life in a technological society and a learning age. It is also a life filled with complexity and change driven by such factors as demographics, economic policies, changing social mores, global competition, technological developments and political decisions.

An increasingly important aspect of our society is its inherent interconnectedness. It is this idea of interconnectedness which is raising serious questions about how we are organized and how we address problems. The essential features of industrial society were its well defined bureaucratic and hierarchical organizational arrangements. Problems were broken down into various parts, and each part dealt with separately. In many ways, learning was and remains largely broken down into disciplines and courses. Students, upon completion of their programs, are expected to synthesize these fragments in some coherent whole, often while adapting to a new work environment.

Today's society is different. The concept of the network is slowly replacing hierarchical relationships as the mode of organization. By their very nature, telecommunication networks are bringing experts together in a radically new way. Multidisciplinary approaches, although slow to develop, are becoming increasingly important and relevant. Working and learning are being brought closer both in time and space. Interconnectedness means much greater emphasis on bringing the theoretical and the practical together. Thus, the employer community is linked with academic talent. Also, the learning experience must be more directly correlated to the skill requirements of the workplace. Interconnectedness means that our social support systems are linked with our education and training systems. Interconnectedness also means that the disjointed relationship which exists between the public school system, community colleges and universities must be examined. Students who enter community colleges or universities have deep roots in the secondary and elementary schools, and yet, there is precious little communication among high school, community college and university personnel.

All our institutions view their essential roles as teaching, research and service. Though not all are equally active in each of these areas, the Commission strongly supports these roles as the cornerstones of our post-secondary institutions. It also recognizes the critical contribution of the many men and women who daily, through a lifelong commitment to their respective fields of knowledge, assume these roles. The Commission believes, however, that in carrying out these roles, universities need to pay particular attention to a set of imperatives brought about by the demands of the emerging society based on knowledge and advanced technology.

If we have learned anything at all from the crises of resource depletion, pollution, ozone deterioration, environmental degradation and population explosion, it must be an overwhelming sense of the interconnectedness of things at the macro level and of the need for solutions which are global, cross-cultural and transnational. At the micro level, all these indicators point to the need for a dramatic shift toward interdisciplinary activity at the university.

— Peter St. John
St. John's College

The Commission maintains that in order to enhance the quality of the learning experience in our post-secondary institutions, faculties must be on the cutting edge of knowledge in relation to pedagogy, curriculum development and the application of technology to the learning process and to the delivery of education including classroom enhancement and distance delivery. Universities should expand the capabilities of their Faculties of Education and use them as a resource for achieving continuous improvement. The focus of this responsibility must also encompass the public schools system and the community colleges. This implies that the Faculties of Education should have a strong field component working closely with teachers and administrators. In addition, the Centre for Higher Education Research and Development at the University of Manitoba should assume an increasingly important role in concert with the Faculties of Education in improving the quality of education at both the community colleges and the universities.

Better articulation between programs and among levels is essential throughout the education system if lifelong learning is to be maintained as a major goal. In some jurisdictions the terms "bridging" between programs and "laddering" between levels are used to characterize how linkages need to develop. Lifelong learning also enables experience to be viewed as a legitimate form of learning which must be considered in admissions and in the awarding of credits toward degrees, diplomas and certificates. Therefore, we believe that more flexible and facilitative credit transfer arrangements should be established within Manitoba.

The Commission is of the view that our post-secondary institutions must cooperate in the development of programs and services for Aboriginal peoples and rural and northern communities. Communities must themselves be involved to ensure that programs and services respond to their needs. Although, such efforts cannot be conducted in isolation. Universities, community colleges and the public schools must come together to ensure a non-duplicative and coordinated approach so that resources are used efficiently and effectively. This is especially true for the development of distance education. Therefore, developing system-wide programs for Aboriginal, rural and northern people is a pressing need. Technology has already brought about important transformations in all aspects of education such as curriculum development, pedagogy, and delivery. These transformations will merely accelerate. The Commission is of the view that universities collectively and in concert with the community colleges and the public schools system must make a major commitment to technology and associated human resource development. The integration of technology into the learning process and in the delivery of education is critical.

> Given the fundamental importance of educated citizens to society, it is worrisome that universities do not place greater value on Faculties of Education. Because of their unique responsibility to improve the methods whereby schools and universities discharge their educating responsibilities, our Faculties of Education must not be neglected. Indeed, they should be a first priority if.....the university's primary purpose is to teach.
>
> *— Manitoba Association of School Superintendents*

In the context of lifelong education and the rapidly changing knowledge base of most professional groups, it is imperative that universities develop and deliver convenient upgrading programs for working professionals. The number of part-time students at the universities in regular session in 1992/93 was 16,861 and the number of part-time summer students was 12,593.[1] By any measure, the number of part-time learners is significant and it is the Commission's belief that more needs to be done to accommodate this growing and increasingly diverse population. Better scheduling, on-site delivery, and "weekend college" type arrangements are possibilities which should be explored. In other words, universities and colleges need to market their products to accommodate an increasingly varied clientele.

1 Universities Grants Commission, enrolment statistics

The Commission believes that the research role of universities should include an effective focus on provincial priorities. The identification of strategic initiatives and specialized training in areas specifically related to provincial priorities becomes important. The work of the Faculty of Agriculture is an excellent example of linking research and teaching to the local economy.

Strategic initiatives focus efforts in areas identified as critical to a particular jurisdiction. Such is the thrust of the federal Networks of Centres of Excellence. A similar but different approach is required in Manitoba to help focus limited resources in strategic social and economic areas. To increase their effectiveness, strategic initiatives ought to become an enduring feature of the university system at the provincial level and should be fully integrated as inter-disciplinary and inter-faculty centres within the universities and, where appropriate, linked with community colleges.

In addition to its traditional role, it now appears imperative that the university advance the application of knowledge through the training of professionals and technologists—in other words, helping to upgrade a workforce for advancement of social order and economic growth. The emergence of this latter role and the threat of its potential to displace or replace the traditional role is the cause of much of the tension that now exists between the community and the university. Obviously, there is a need to embrace both roles but to do so thoughtfully and purposefully so as not to destroy or cause either to be subjugated over time. The issue of accountability is a matter of seeking an appropriate balance between the two roles depending upon the social, political, and economic context of the times.

— *John R. Wiens and Benjamin Levin*

The Commission recommends that each university and community college review its current mission and roles statement in the context of the mission and roles of Manitoba's post-secondary education system and the extraordinary forces confronting it. From this broad statement, each university and community college should make explicit a specific and accountable set of goals. The mission statement should be such that a reader would immediately recognize the institution to which the statement applies. In consideration of its teaching, research and service roles, each institution is urged to recognize that "being all things to all people" is a losing strategy. Partnerships, sharing agreements and cooperative relationships among post-secondary institutions are effective strategies for the delivery of educational services and the creation of educational products. Viewed from an inter-provincial perspective these arrangements take on added meaning. Like other enterprises affected by efficiency, effectiveness, competition and technology, universities have entered a marketplace where competition will come from the best schools in Canada, the United States and Europe. As of this writing, Manitobans can already enrol in courses available on satellite systems. This is the world our post-secondary institutions are entering—a world that cannot be kept out of our "classrooms". It is therefore essential that our institutions, collectively and cooperatively, embark on a major revision of their management of the emerging learning environment.

Chapter 3

SCHOLARSHIP AND ACCOUNTABILITY

When universities are asked to change or to be more responsive to the community or to adapt to a variety of social and economic pressures, they are really being asked to review their core functions, that is, teaching, research and service. At present, universities appear to ascribe greater importance to research, followed by teaching and service. These primary functions are best understood under the more generic term of scholarship. In essence, one might say that the university's defining creed is scholarship.

Scholarship pertains to a person, a scholar, variously dedicated to the preservation, discovery, transmission and application of knowledge. Scholarly work, therefore, may include some or all of these functions at various times during the career of a scholar and is usually focused on a discipline. Generally a scholar is granted tenure and/or promotion by the university on the basis of recognized contributions to a particular discipline. Such contributions, adjudicated by peers or people within the same discipline, would consist of some combination of the above functions. It is fair to state that scholarship does not appear to be well understood by the public because of its lack of transparency. It is important to understand what we mean by transparency. Transparency is intended to make that which is unknown or obscure, clear and understandable to an outside observer as an indispensable part of the process of accountability. The present lack of transparency explains, in part, public calls for increased accountability by universities.

During the review process, the Commission examined scholarship through a variety of sources including public hearings, a literature review and discussions with experts. From this examination, four broad themes surfaced in relation to scholarship. These are: a) that the quality of teaching is declining; b) that research has become the paramount function of universities to the detriment of teaching and, moreover, that academic rewards are skewed in favour of research; c) that research lacks sufficient provincial focus; and, d) that there is a lack of transparency in relation to teaching, research and service.

There is a widespread perception that there has been a decline in the quality of the undergraduate learning experience. During the hear-

> There should be more recognition and rewards for high quality instructors versus high quality research. Recognizing that there is a need for both functions within a university, the current situation seems to place more emphasis on the research aspect or perhaps worse yet, on simply being "published". Encouraging better instructors should help to ensure that a high quality of education is achieved.
>
> *— A. W. Stewart*
> *Dominion Bridge*

ing process, this was expressed in various ways including, for example, giving too much of the undergraduate teaching responsibilities to teaching assistants, creating large classes, professors being unavailable to students and professors being more interested in their research projects than in teaching. According to many observers, one of the reasons for the decline in the quality of teaching is the fact that research has become the dominant function in universities. The shift in importance accorded to research is attributable to the recognition, reputation and rewards that research and publication confer on the individual and the institution. The issue is not unique to Manitoba. National and international literature indicate clearly that it is widespread. Geoffrey Durant, Professor Emeritus, University of British Columbia, put it succinctly and candidly in his review of Jaroslav Pelikan's book, **The Idea of the University**, by stating:

> The book (does not) come to grips with the academic rat race—the unnecessary frantic competition to secure tenure and promotion through early, frequent, and lengthy publishing. The pressure is such that nine hours of formal classroom teaching a week during two-thirds of the year is all that is asked—and less is undertaken whenever possible. This pressure to publish does more harm than good...[1]

Similarly, Petr Lom, a Canadian Ph.D. student at Harvard, writing in *The Globe and Mail* remarks that,

> In a democratic age, the university serves as the chief repository and guardian of the humanities. Its role is not only to preserve the arts, but also to pass on these cultural treasures to each new generation of students—to awaken in them a curiosity and thirst for learning. But with the emphasis on research, the university becomes increasingly self-indulgent and self-absorbed. It forgets its purpose of nurturing the public mind and society suffers as a consequence.[2]

Teaching excellence must be recognized and rewarded. We need to find new ways to emphasize the importance of the teaching function. Innovative and effective teaching must be considered a priority within the universities.

— *Economic Innovation & Technology Council*

In reviewing some of the literature on this subject, we have found that over the last twenty years a gradual shift in the importance of research has taken place and, as a consequence of this shift, the quality of teaching has suffered. American literature describing this problem is significant and growing. In Canada, the alarm was sounded by Stuart Smith in his 1991 report to the Association of Universities and Colleges of Canada, stating that, "...universities in Canada have, in

1. Durrant, Geoffrey. "Marking a Path Through the Groves of Academe." Review of *The Idea of the University*, Jaroslav Pelikan, in *The Globe and Mail*, Manitoba, February 27, 1992.

2. Lom, Petr. "Ivory Towers." *The Globe and Mail*, Manitoba, Fall 1991.

many instances, reached a position like that in the United States, where scholarship has come to mean little more than research publications and where such publications are more important than teaching excellence."[3] The report of the New Brunswick Commission on Excellence in Education, noting that there were identifiable problem areas in teaching, stated: "While universities serve other important interests, they fail in their central mission if they do not offer effective teaching, and thereby support effective learning by their students."[4] These and other comments brought before the Commission outlined fairly clearly the perception that the quality of teaching has declined, that there is a need to place greater value on teaching, and that this is especially important at the undergraduate level.

We take note of the fact that Manitoba universities, in their submissions to the Commission, have recognized the need to enhance teaching. ***But the Commission believes that institutions must give teaching a high priority and recommends making the University Teaching Service (UTS) of the University of Manitoba a system-wide resource.*** As part of a broad human resource development policy, universities must make the evaluation of teaching effective, especially at the undergraduate level. In this the UTS will work in close cooperation with each Faculty to implement the most modern pedagogies and educational technologies and develop credible evaluation processes. Student evaluation of teaching will form a critical component of this evaluation process. Results of these evaluations should permeate all decisions concerning promotion, salary increases and tenure.

Lack of definition and clear reporting concerning the core functions of the universities is an obstacle to public understanding. Up to the recent past universities have not been expected to produce this information. The question of teaching load, or the number of hours per week taught by a professor, is a case in point. It is important to know the number of hours taught by professors. The University of Winnipeg, for example, stated that Arts professors teach 9 hours per week and Science professors teach 12 hours per week. At Brandon University professors teach a maximum of 9 hours per week.[5] But teaching involves more than class presentations. Therefore, these

All university instructors should be prepared to deliver the course objectives, to understand the dynamics and styles of learning, be able to relate to and have a concern for their students, have good presentation and teaching skills, enjoy teaching, and know how to enhance student achievement. Universities should consider teaching skills as important as research skills. The accountability of instructors for student achievement should be encouraged through the use of monitoring systems.

— Vaughn Wadelius
Principal

3. Smith, Stuart, Chair. *Report of the Commission of Inquiry on Canadian University Education*. Association of Universities and Colleges of Canada. Ottawa, Ontario. 1991.

4. Commission on Excellence in Education. *To Live and Learn: The Challenge of Education and Training*. Fredericton, New Brunswick. January, 1993.

5. Information provided by the universities to the University Education Review Commission.

numbers are useful only when considered as part of a broader definition of teaching. The definition might also include activities such as preparing classroom presentations, researching relevant content, meeting with students, evaluating students and reviewing curricula. The University of Manitoba Faculty Association makes a similar point in their brief to the Commission. These activities are all significant and must be performed if a professor is to be an effective teacher. This is well understood by the university community but not made sufficiently clear to the public. We refer to this matter further in Chapter 11 on financial matters.

Many of our tenured professors, although expert in their discipline, have given little attention to the processes and psychology of learning. University teachers need to pay increased attention, and respect, not only to the rights and needs of the adult learners, but also to the art and science of teaching.

— *Manitoba Association of School Superintendents*

In the area of research there are two factors which make transparency difficult to achieve: the definition of research and its evaluation by peers. What passes as research remains unclear to the public. However, it seems that the most common are "basic" and "applied" research. Basic research refers mainly to research that is curiosity driven, is discipline related and is closely associated with a professor's interest. The time horizon for this type of research is most often long term, ten years or more. Applied research is usually associated with a defined problem area. The research sets out to analyze a problem and provide solutions. This type of research is viewed as addressing "real life" problems and is perceived to be less esoteric. Applied research has a shorter time frame. There is no question that both types of research need support and encouragement. The point to be made is that universities' research thrusts should reflect a reasonable balance between basic and applied research. We discuss this further in Chapter 9 on post-secondary education linkages with business and industry.

Improvement is needed in the quality of teaching and resources available to undergraduate students. New and existing academics need to be trained as teachers. Teaching excellence as well as research should be recognized. At present, promotion and tenure are based primarily on research. The teaching ability of faculty should be evaluated by students, peers and superiors.

— *Alfred McDonald Educator*

The other issue concerning research is its evaluation through the peer review process. Most professors are expected to have a continuing involvement in research. They are also expected to report their research findings. Accountability of research is achieved through peer groups. In essence, although final authority for tenure and promotion rests with the board of governors/regents, it is the peer group (individuals within the same discipline) which adjudicates the merit and quality of the work produced by a professor. The evaluation of a professor's research takes essentially two forms: for publication in a journal, and for tenure or promotion, although the two are intimately related.

Journals are usually discipline-based. Once results of a research effort are ready to be published, the professor will submit a manuscript of the work to a relevant journal. The editorial board will in turn

send the manuscript to a number of professors (peers), recognized as experts in the discipline and located anywhere in the world, for the purpose of reviewing the work. The result of the review can either be rejection, acceptance or acceptance with changes. Once accepted, the manuscript is published. This is what is meant by publishing in a refereed journal. It is publication in this manner which serves as the main test for the quality, originality and value of a professor's research. Therefore, the more publications one can add to a curriculum vitae, the greater the recognition one acquires within the academic world. It is mostly in this manner that an academic reputation is constructed. The Commission notes that this peer review process is obscure to the outside observer and tells the public little.

For tenure and promotion, the process of review, conducted by colleagues, is broader in scope because it entails reviewing and making a judgement on the professor's contribution to research, teaching and service. Stuart Smith, notes that a 1986 survey by J. L. Lennards found that, "…in decisions regarding tenure, teaching receives too little weight…." Smith goes on to say that, "…a great teacher, with only an adequate research record, will probably never make full professor in most such institutions (research-intensive), a great researcher will, even with the most modest of teaching credentials. The playing field is not level."[6] When evaluating the professor's record, it is the peer reviewed research, as described above, that is given the greatest weight and, consistent with evidence from the hearings and the literature review, it is this type of research which is critical in gaining tenure or promotion. In this scheme, basic research will be viewed as superior to applied research since the former breaks new ground while the latter applies existing knowledge to existing problems or issues. It also helps explain to some degree the importance accorded basic research over applied research. The process of peer review, including the evaluation criteria and their weightings, are remote and private. Thus, while there is institutional accountability for research, the public must rely on the peer review to affirm its value which, as noted above, from a public perspective is not transparent and from the Commission's point of view is unsatisfactory. Greater transparency is essential if universities are to display to the public the benefits which accrue from society's investments in research.

In the area of service, we find the same lack of transparency. We know that the service function is mostly internal to university management and only partially related to the general community. Within the university, professors participate in numerous committees (estimated to be more than 900 at the University of Manitoba[7]) dealing with

6. Ibid., p.42.

7. Information provided by the University of Manitoba to the University Education Review Commission.

various issues which affect the university. As is the case for teaching and research, a definition of the service function—its objectives and expected outcomes—is essential in gaining a better understanding and in securing public support. Chapter 11 identifies the costs attributed to research and service.

> that the taxpayer's money is first used for quality undergraduate teaching. There should be a contractual obligation that every academic staff paid from provincial funds teach a minimum of undergraduate courses. There should be mandatory and universal training of newly hired academic staff in the art of teaching, course structuring and relationship with students...
>
> *— Peter Laznicka*
> *Professor*

There is also the view that research ought to have a greater provincial focus. Such a focus, it is argued, could have a beneficial impact on the social, cultural and economic development of our province. In this manner, a more synergistic relationship would develop between the intellectual capital of universities and the challenges confronting our province. This process would entail surmounting some significant barriers, including the following: a) the national granting agencies establish criteria which are not necessarily designed for local application; b) the peer review process for the research efforts of academics has little linkage to local and regional interests; c) the provincial government has not set a post-secondary education agenda to motivate discussion of priorities either in programs or in research projects; and, d) the research enterprise seems structured to discipline-based research and academic careers. The Commission believes that greater emphasis on local issues and provincial priorities need not and should not be inconsistent and incompatible with excellence, or with the ability to obtain prestigious research grants and awards, as the work of distinguished Manitoba researchers bears witness. What we seek is a better working dialogue among universities, government and the private sector in order to surmount these barriers.

While the Commission appreciates that universities have many time-honoured traditions, the time has arrived when public support requires a greater degree of openness in relation to internal processes. The University of Manitoba Faculty Association brief to the Commission posed the question: "How are professors made accountable for what is expected?" The brief provided the following answer: "[Professors] are accountable to the university for fulfilling their basic functions of teaching, research and service, but also to their colleagues, who make recommendations on tenure, promotion and merit awards. Outside the university, they are accountable to other experts within their discipline." The Canadian Association of University Teachers' commissioned Independent Study Group on University Governance states: "Accountability in research poses the ques-

tion—accountability to whom?"[8] The Commission's answer is: to the public. At present, the closed nature of the system of accountability in place does not reveal the core activities in a manner clear to the external observer. It is the closed nature of accountability which is at issue. The effort must therefore be made to make transparent to the public what is taken for granted by academics.

Each university considers itself to be among the most accountable of institutions. Yet, the call for greater accountability on the part of elected officials and the public persists. The discrepancy between institutional and public perceptions may reside in the nature and understandings concerning the existing accountability system. For example, in the area of finances, universities are required by law to prepare an audited year-end financial statement to government. This seems reasonable in view of the fact that a substantial portion of university revenues come from the province. However, universities are not compelled to provide a similar public report of their main functions (teaching, research and service) since these are internal to the university and are the direct responsibility of the boards of governors/regents. In this instance, the board is viewed as the keeper of the public trust. But the distinction between responsibilities to government and to the board reflects the importance of the level of accountability, that is, the system level (province, community or public), and, the institutional level (university, faculty and schools, department/institutes, individuals). In the former case (financial accountability), the information is available and understandable to the public; in the latter case (teaching, research and service), the information remains at the institutional level. Except for anecdotal evidence, there is little public information about the universities' main functions of teaching, research and service and yet, notionally, the time and resources accorded to these functions are respectively 40%, 40% and 20%. Keeping function-specific information at the institutional level has served to mystify the nature of universities. A new kind of audit is called for to produce relevant information in these areas and, by extension, to demystify universities for the public. ***The Commission recommends that the Council on Post-Secondary Education, in consultation with the universities, develop an accountability system so that the core functions of teaching, research and service be made clear to public understanding.*** Such an accountability system could assist universities in providing better information to the public. In turn, an informed public could respond more appropriately to the needs of the universities.

In reflecting on the issues raised in this section, the Commission offers two comments. The first has to do with the worth or "academic utility" assigned to the core functions of teaching, research and service. The other, although related to the first, cen-

8. Canadian Association of University Teachers. *Governance & Accountability*. The Report of the Independent Study Group on University Governance. Ottawa, Ontario. January, 1993.

Universities have three main functions: research, teaching and community outreach. Although every department within universities has an obligation to balance all three, it may be impractical to expect each and every faculty member to excel in every area. Reward systems need to be structured so that faculty can be recognized for individual areas of expertise.

— Economic Innovation & Technology Council

...there are many universities which, in the course of hiring, offering professional development, granting a promotion and according sabbatical leaves give so much importance to research that they neglect teaching. There are few universities which would accept to grant full professor status to a professor on the basis of teaching excellence. Rather, the excellent professor is honoured with "Professor of the Year" but seldom with a promotion.

— Rolland Gaudet
Collège universitaire de Saint-Boniface

tres on the attributes of scholarship as they relate to the hiring process. If the core functions are the essence or the **raison d'être** of the organization it is difficult to understand why research is more important than teaching and, in turn, why teaching is more important than service. Evidence, however, points to the fact that the peer review process and the reward structure favour research. If research is favoured over teaching or service then the reality is that greater academic rewards accrue from research. Service, although notably defined in its application to external and internal activities, is apparently the least important of the three core functions.

We suggest, alternatively, that the **application of knowledge** (service) is as important as either the **transmission of knowledge** (teaching) or the **discovery of knowledge** (research). The process of applying knowledge to a worthy cause is as important as its discovery. Similarly, the transmission of knowledge to interested students must be equally meritorious as either its discovery or application. Teaching, research and service must be seen as equal dimensions of scholarship. We suggest that the discovery, the transmission and the application of knowledge ought to be accorded equivalent worth in relation to considerations of tenure and promotion and the reward structure. This is the direction of an evolving reconsideration of scholarship in the United States. Ernest Boyer argues for a similar reconsideration of scholarship and is especially informative on these issues.[9] ***The Commission recommends that universities eliminate the bias in favour of research from the promotion, reward and tenure adjudications so that teaching and service be properly recognized as scholarly activities.***

The other issue pertains to the hiring of professors and the roles they will play in the organization. Hiring is the appropriate time to pay attention to the goals and priorities of departments—the organizational unit where professors generally spend most of their time. Expectations as to teaching, research and service responsibilities must be spelled out at that time. Evaluation procedures, including student evaluations, at stipulated periods must be agreed upon. Performance expectations must be set out. Advancement in compensation must be linked to performance. The hiring agreement must find its place in

9. Boyer, Ernest L. *Scholarship Reconsidered: Priorities of the Professoriate*. The Carnegie Foundation for the Advancement of Teaching. Princeton, New Jersey. 1990.

the accountability and personnel management systems. ***The Commission recommends that hiring arrangements set out employment goals and expected outcomes in terms of teaching, research and service and other appropriate activities in the proportions that the individual's tasks require.***

The Commission believes that the public deserves, expects and has the right to demand excellence. Therefore, the purpose of outlining expectations and determining outcomes rests on the institution's quest for excellence. Competence must be measured periodically against standards of excellence. Sabbatical policies are also intended to guarantee excellence. The challenge is for boards to develop constructive means and comprehensive personnel policies to guarantee excellence in the institutions.

> ...universities [should] establish clearly the role that research and teaching will play in the overall tasks of professors.
>
> — *L'Association des Etudiant e s du Collège universitaire de Saint-Boniface*

While the functions of teaching, research and service relate to the enduring purpose of the universities, they must also connect intimately to their missions. Purpose is essential for long-term organizational health. But we also believe that having something specific to target is essential for unifying the organization into a cohesive effort. This is the role of mission. The hiring process, the functional focus of the work and the institutional mission are intimately related. Universities must explore these relationships with the view to engaging in a process of change and improvement.

Chapter 4

COMMUNICATION TECHNOLOGY AND POST-SECONDARY EDUCATION

A recent provincial Task Force on Distance Education stated:

> Applying technology effectively in education requires that it be viewed as an integral part of program design and delivery. Its application will change traditional delivery. The purpose is to gain greater value for dollars spent in education (i.e. increased choice, expanded access, greater effectiveness and accountability).... Technologies enable the educational system to seek new strategic partnerships between institutions, with business and community groups, among provinces. A partnership approach can maximize the quality of programs, build greater articulation of learning opportunities and allow for cost-sharing. Technology challenges current institutional and jurisdictional boundaries and allows them to be made transparent to the learner.[1]

In a knowledge intensive, information-based society, a fundamental principle must be "access to knowledge". Technology makes this possible. But technology is more than a means to an end; technology fundamentally changes the manner in which learning has heretofore been managed through the classroom, the textbook and the lecture. The pace of change in the development of new technologies and in new applications of existing technologies is extraordinary. Personal communicators incorporating computer, fax and telephone are revolutionizing the conduct of business. Technology will also revolutionize education. Instantaneous translation and voice-to-text systems are on the verge of entering the mass market. Software systems in mathematics and sciences eliminate much of the tedium and the dreariness of performing lower order thought functions and help concentrate the mind on higher order skills.

Developments involving the digitization of information are creating yet another revolution. Digitization creates the ability to convey cheaply enormous amounts of information in formats combining video, sound, graphics and text. But more importantly, digitization is also driving what has been referred to as the convergence or strategic alli-

1. Manitoba Department of Education and Training. *Final Report of the Task Force on Distance Education and Technology*. Winnipeg, Manitoba. October, 1993.

ance of the world's five biggest industries: computer, telecommunication, consumer electronics, entertainment and publishing. It will fulfil the ultimate promise of the information revolution—the ability to receive any information, anywhere, anytime. For education this revolution means that video connections will deliver educational services to the home for interaction with teachers far away.[2] Television will become the tool of life-long learning.

The technology of computers, satellites and telecommunications make the world much smaller. This technology also makes it possible for universities to be expanded from a group of buildings, usually located in a city, to being a dynamic part of the community. Using this technology effectively requires excellent teaching skills.... professors are critical to the success of courses.

— *Michael Munroe*
The Pas

Instructional programs are now available integrating text, images, and sound in creative combinations thereby assisting teachers in enriching their classroom presentation. Laser discs and CD-ROM technology have changed the role of the teacher as the transmitter of knowledge in front of the classroom. The teacher is now free to act as facilitator, as a guide to learning. The expression "guide on the side as opposed to sage on the stage" reflects the transformation taking place in education. Technology will not replace the teacher; rather, technology emphasizes and enhances the role of the teacher as manager of the learning environment including assisting and facilitating learning by the student.

As the telecommunication highway spreads from cities to smaller communities to more isolated regions, access to knowledge becomes more and more of a reality. Not long ago access to education was possible only by having students travel away from the home community. Today, travel in many instances is redundant; it is knowledge and the professor's image which are travelling on the electronic highway in real time or in a time delay format thereby accommodating the learner. With these new delivery systems, end users such as colleges, universities, businesses, organizations, homes and individuals will be able to communicate anywhere, anytime, in any medium through visual, voice, data, or image media. A variation on this approach is that learners from a number of communities can be interconnected with the capacity for interaction in an audio/video format. The impact on accessibility will be phenomenal. Not only will post-secondary education be available to people in remote areas but, indeed, to people in their homes or at the worksite.

Bring the university here by means of available technology. I feel that distance education is the way of the future....

— *Dennis E. Ballard*
Flin Flon

An interesting dimension to these developments is the fact that telecommunication systems have no boundaries. A satellite system, for example, can transmit engineering courses from the Massachusetts

2. *The Globe and Mail*, Manitoba, June 26, 1993.

Institute of Technology in Boston, to be captured on an antenna in Thompson, Manitoba for upgrading of INCO engineers. One well-known collaborative educational network is the National Technological University (NTU). The host institution for NTU is Colorado State University which is also the chief uplink and control centre. The NTU network offers not only technical courses via satellite to businesses throughout the USA but graduate programs leading to Master of Science degrees in a number of areas. As more and more educational products become available through systems such as NTU, students will have an extraordinary array of choices in creating programs which respond to their particular needs in relation to specific career goals. In other words, the learning program can be customized to the individual learner. This possibility will give rise to the "educational broker", a teacher capable of organizing a learning program for a particular individual.

While Canada does not have similar national networks, most provinces have some form of network at various stages of development. One of the leading distance education organizations in Canada is the Open Learning Agency (OLA) in British Columbia.[3] The main purpose of the OLA is to provide lifelong learning opportunities to citizens of British Columbia. In 1991/92, the OLA offered more than 270 college and university level courses to some 13,000 individuals. The OLA also runs the Knowledge Network which in 1991/92 broadcast 5,760 hours, one-third of which was used by colleges, universities and institutes for credit and non-credit programs. The OLA offers other services including laddered degree programs (combined college and university programs), workplace training systems, native education centres, an electronic library network and the B.C. educational credit bank. In 1991/92, the OLA had 296 people graduating, 210 from university programs and 86 from college programs. The OLA model or a variation thereof should be closely looked at for possible application in Manitoba.

> Encouragement and support should be given to models of educational delivery that would allow rural and northern students to remain in their home communities for a longer period of time. New technologies can free schools from time and place, enabling learners to move at their own pace toward mastery, and encouraging teachers to revolutionize methods of teaching.
>
> —*Manitoba Association of School Trustees*

Another interesting technique used extensively in the United States is to connect the college or university classroom to the worksite or the shop floor. As organizations compete in global markets they are being transformed into "learning" organizations. Ann Walmsley states: "Most companies pay lip service to people power. The smart ones are using technology, networking and continuous retraining to release workers from the grunt work and free them to plot new paths to higher profit and efficiency.... The capacity to increase and exploit intellectual capital has become intensely desirable to

3. *Open Learning Agency. Annual Report 1991-92*. Burnaby, British Columbia, Open Learning Agency, 1992

both nations and companies."[4] In the same article, two individuals are quoted as saying, "'The ability to learn faster than your competitors may be the only sustainable competitive advantage'; and, 'You either learn or leave in this company, because in two years everything you do will be out of date.'" The latter statement speaks to the obsolescence of worker skills which generally has declined from seven to fourteen years to three to five years. According to Nuala Beck, knowledge-intensive industries created nearly half of all new employment between 1984 and mid-1992.[5] Worksite learning is not only possible for large organizations but also small businesses. Because very often personnel in small businesses do not have the flexibility or financial resources to leave the worksite, universities and community colleges should be especially attentive to their needs.

We believe that once distance education technology is developed more extensively in the province, all segments of Manitoba's education system will be able to take advantage of the facilities.

— Union of Manitoba Municipalities

Other interesting developments are occurring in Europe and the United States. According to Bernard Ostry, the European Community has set up a body called EPOS International, a non-profit centre of state telecommunications ministries working together.[6] It aims to increase the use of telecommunications for education with technology ranging from E-mail to satellite links. It plans an open European distance-learning service. The United States is even more ambitious with a plan to create a Community Learning and Information Network (CLIN). CLIN is a national plan for local learning and delivery systems, an invisible interstate electronic highway in information networks. The local school will be the hub for community training and education. (It is interesting to note that a similar approach has been recommended to the provincial government by the Manitoba Task Force On Distance Education.) Operations will be funded through shared usage by government and business. A Canadian learning channel is of vital importance to our survival as a competitive trading nation. Recently, *The Globe and Mail* reported that a Canadian consortium applied to the Canadian Radio-Television and Telecommunications Commission to operate a national learning channel, which would offer everything including diploma and degree telecourses.[7]

Another way to better serve rural areas and those areas distant from metropolitan Winnipeg would be to develop a distance education service.

— Carolyn Duhamel
Commissaires d'ecoles franco-manitobains

4. Walmsley, Ann. "The Brain Game." *The Globe and Mail Report on Business*. Vol. 9, No. 10. Toronto, Ontario. April 1993. pp. 36-46. 6.

5. Beck, Nuala. *Shifting Gears: Thriving in the New Economy*. Toronto: HarperCollins Publishers. 1992.

6. Ostry, Bernard. *The Globe and Mail*. Manitoba. October 12, 1992.

7. *The Globe and Mail*. Manitoba. September 15, 1993.

As indicated in the report of the Manitoba Task Force on Distance Education, a report which the Commission found relevant and useful to its task,

> Manitoba's school divisions, colleges, and universities have been dynamically involved with the development of distance education and technology. A few examples include: Agricultural Distance Education at Assiniboine Community College, the First Year by Distance Education (FYDE) program through Inter-Universities North, the development of mathematics curricula for computer-assisted learning, Midland School Division's interactive television system, and Souris Valley School Division's teleconference distance program.[8]

In addition to these efforts, our universities are electronically linked through a Manitoba fibre optic network, a Canadian network and an international network called Internet. These networks allow university professors to interact with colleagues from around the world and to access relevant data banks. Furthermore, the library system is now well interconnected. The University of Manitoba has developed an internal fibre optic network allowing connection between offices. As of September, 1993, the University of Winnipeg is offering three courses through the Winnipeg television cable networks. Courses are produced in a studio classroom and televised over the cable networks to homes across greater Winnipeg. Students can gain credits by registering with the University and following the courses on their television set. The University intends to upgrade the system from a one way audio/video format to a two-way audio, one way video format in the near future.

In a study commissioned by the University Education Review Commission, **Emerging Roles for Technology in University Education**, Dr. Walker states:

> Information and communication technologies are increasingly being integrated into traditional classroom instruction at Manitoba's universities. Classroom teaching is enriched by a variety of technologies from audio-visual materials to desktop computers. The information age has come to the university library. Students are taught about "information literacy" and using computers to access bibliographies, catalogues, and even complete text in electronic form. Student use of computers of-

> ...our entire population would gain if universities were to seriously offer courses outside the city limits by way of interactive television. Once such a system in place, nothing would prevent universities from offering professional development sessions for all types of professions—medicine, agriculture, education, nursing...That such courses could originate either from colleges or universities and thus, would offer real choices in terms of specialisation, in terms of time and in terms of language.
>
> *— Henri Bouvier*
> *Mountain School Division*

8. Ibid. p. 7

> fers exciting new learning opportunities for modelling and simulation in laboratory and classroom instruction. Communication technology has impacted on scholarly activity in the sciences, the arts and the professions. Electronic communication and research collaboration is becoming increasingly commonplace. Scholars are using computer technology to gain access to information, process text and produce ideas. Satellite teleconferences with scholars and experts from around the world are increasingly frequent. Information technologies have improved communication on the campus and introduced efficiencies in the administration of the university.[9]

Dr. Walker concludes by stating that:

> Although Manitoba universities have made considerable progress in joining the information revolution and incorporating technologies into education, research, and administrative functions of the university, there are other barriers in addition to lack of funding. Inter-institutional competition poses difficulty for the cooperative partnerships which are increasingly required for cost-efficient access to telecommunication technology. Lack of appropriate federal government programs and incentives makes it more difficult to initiate inter-provincial cooperative ventures. Other barriers to the increased use of technology in post-secondary education include faculty resistance, lack of incentives, and lack of training and support services.[10]

Because of highly sophisticated technologies and applications, change can now take place in how teaching occurs, how courses are developed, how libraries operate, how accreditation takes place and how learning is managed. However, orderly change within the institutions requires a commitment to human resource training and development, to the reallocation of resources, and, to cooperation and partnerships.

An eloquent statement of what will likely happen in the university setting was made by Dean Raymond Currie:

> To be competitive in the 90's and beyond will require increased adoption and adaptation of information technology. True for industry, it is equally true for universities. The increased use of information technology will be required if the Faculty is to keep pace with the exponentially expanding corpus of knowledge that provides the basis for the liberal arts.

9. Walker, J. L. & Associates. "Emerging Roles for Technology in University Education." A report prepared for the University Education Review Commission. Winnipeg, Manitoba. June, 1993.

10. Ibid., p iii.

> Instructional use of information technology requires the mastery of hardware, software and integrated platforms. Such mastery is needed to design new, unique applications that can be used in our courses. Some applications can be purchased; far more need to be developed.
>
> ...Not everyone benefits easily from the traditional teaching methods... Information technology, when used properly, can provide information in a greater variety of packages and thereby be compatible with more learning styles than is now the case. More students will obtain mastery; the learning will be faster; more can be learned in the same amount of time. It is for these reasons that the Faculty will be increasingly reliant on information technology. The transition will be painful because it will require new modes of operation and different ways of analyzing pedagogy.[11]

As the artificial walls of our great universities come tumbling down through technology, and as electronic networks expand the reach of university campuses, the range of influence of higher education will increase.... The teaching of the best professors...will be available ...to anyone who wants to learn.

— John Sculley
Odyssey

The Commission believes that important progress has been made and that the efforts identified above are important steps in the right direction. However, much more needs to be done and with some urgency. Our society is being transformed at an incredible rate. Robotics are replacing workers on the assembly line; the automatic teller machines in banks and shopping malls have replaced manual labour. Many of the fast food outlets will soon be automated. Everywhere we turn we see new applications of technology to routine and not so routine processes. In turn, these new applications are displaced by yet more efficient and effective software programs. Assembly line workers of today must become the knowledge workers of tomorrow. To do so they need education and training consistent with the skills requirements of the information age. Sections of our workforce will require constant retraining for adaptation to new responsibilities. Workers at all levels will need basic literacy skills and cognitive skills enabling them to be lifelong learners and to adjust to new work situations.

In view of the above, the Commission recommends:

1) **That a coordinating agency be created, under the aegis of the Council on Post-Secondary Education, to plan and implement developments in the area of educational technologies for post-secondary education as the priority means of system expansion;**

11. Raymond Currie, Faculty of Arts, University of Manitoba, submission to the University Education Review Commission

2) That the fundamental principle driving the agency be "access to knowledge" for all Manitobans;

3) That the agency be chaired by the deputy minister of the Council and that membership of the agency include representatives from all post-secondary institutions, Manitoba Education and Training, telecommunication service providers, cable operators, and representation from the Economic Innovation and Technology Council;

4) That the agency have authority, as may be delegated from time to time, to represent the province in interprovincial, federal and international efforts relative to technology in education.

5) That each post-secondary institution be asked to prepare a strategic plan for presentation to the Council on Post-Secondary Education for the use of technology in the delivery of education both on and off campus and that each plan give due consideration to the training of personnel, the reward system and the establishment of cooperative relationships between and among post-secondary institutions.

6) That every effort be made to ensure that the technological system that is put in place be a fully interactive two-way audio/video system.

7) That Manitoba urge the federal government to develop a policy for the creation of a national education network by using existing telecommunication infrastructure and by enhancing the present structure through both public and private funding.

Chapter 5

ACCESSIBILITY

The Commission defines accessibility broadly as the opportunity for individuals who are qualified to participate in a post-secondary education program of their choice, irrespective of circumstance. Students therefore need to meet the entrance requirements, have the necessary resources to pursue their education and have the motivation to apply. As indicated in the previous chapter, this general accessibility will be greatly enhanced through the use of technology. Not all students, however, can immediately fit the university environment. As the student population has become increasingly diverse, universities have had to develop processes and programs to assist students in making the transition to university studies. Although the range of topics related to accessibility is wide, we address specifically those which relate to underrepresented groups, academic support programs, distance education and student assistance. In so far as the question of accessibility affects Aboriginal peoples and Northern residents, we have expressed our views in Chapters 7 and 8 respectively.

> ...universities must recognize that there is not a level educational playing field for all students in Manitoba. Pockets of disadvantage occur in many rural and remote communities and among particular groups of people. Access programs are an integral component in ensuring that all Manitobans have the educational opportunities necessary for full participation in society. Accessibility is a policy issue that must not be forgotten in the concern over raising standards and reducing costs.
>
> — *Economic Innovation & Technology Council*

Over the past number of years, universities have made commendable progress in adapting their physical and learning environments to people with disabilities or with academic deficiencies. All institutions have adapted, and continue to adapt, existing facilities to the physically challenged. Also, new programs and arrangements have been developed to accommodate a broad spectrum of learners. The University of Manitoba has created a Disabled Student Centre which provides special learning services to physically and learning disabled students; an Access Academic Advising Centre to improve the success rate of mature entry and Aboriginal students; a Women in Science and Engineering Program to increase the number of women in the sciences; and, a Law Aboriginal Academic Support Program to encourage participation and enhance successful completion by Aboriginal students. In 1990, the University of Winnipeg issued the final report of the President's Task Force on Accessibility. The report, **Diversity and Excellence in Education: An Integrated Approach to Improving Accessibility at the University of Winnipeg**, provides the University with a policy framework for action. The University of Winnipeg provides a number of services to vi-

sually and hearing impaired students through the Nathan Micay Learning Centre; has an Access Recruitment Officer whose task is to facilitate the enrolment of students from non-traditional backgrounds; and, provides instruction in written communication for incoming students. This latter program has received national recognition. The University has had a Native Student Advisor working with native students, band councils, elders and faculty and staff, and has instituted a transition-year program for students from the Peguis Reserve. Brandon University has created a Mature Student Centre to facilitate the transition of mature students to university education; transitional level courses for students who are academically under-prepared; and, a number of programs for Aboriginal students. At the Collège universitaire de Saint-Boniface services are provided to visually impaired students. In addition, services have been developed to assist the integration of women, Métis and immigrants.

> We hold as one of our principles that accessibility and excellence are compatible goals. The importance of high quality university education for the future of the province is beyond dispute. Equally important to our future prosperity is the need for accessibility and inclusiveness, in order that all segments of society may participate in the creation and enjoyment of that prosperity. In particular, we need to give more attention to the educational needs of aboriginal students, recent immigrants, and non-traditional populations so that they may participate in a university education system free of all but academic barriers.
>
> — *The University of Winnipeg Brief*

Community colleges have also directed important efforts in the area of accessibility. Noteworthy is the Red River Community College President's Task Force on Services to Multicultural and Aboriginal Communities. The 1993 report of the Task Force covers barriers to admission, performance, retention and graduation and makes comprehensive recommendations addressing a wide range of college functions. One of the lead recommendations in the Red River Community College report has been implemented; namely, the appointment of an Aboriginal person as Dean of the new Aboriginal Education and Institutional Diversity administrative unit.

Community colleges have numerous programs in place to assist in the adaptation of Aboriginal students to college life. Assiniboine Community College has created a Native Resource Centre which provides financial workshops, tutoring, counselling and conflict resolution. A Native Training Advisory Committee has developed a set of recommendations and an action plan for the training needs of Aboriginal communities. The College is now working on developing an implementation plan. Keewatin Community College has an Aboriginal student enrolment of close to 40%, and over 50% when off-campus programs are included. Many of its programs are therefore directed specifically to Aboriginal students.

Colleges also provide a range of services to assist disabled persons to pursue their education. At Assiniboine Community College and Keewatin Community College student assistance centres work with the counsellors of disabled persons to determine needs and to design programs.

Finally, all of the colleges are involved in delivering services off campus. Red River Community College has a number of satellite centres near Winnipeg. Assiniboine Community College has a campus in Dauphin and delivers programs in a number of communities in its catchment area. Keewatin Community College has a campus in Thompson and delivers programs in a number of remote communities throughout the North. All the colleges are developing their distance education delivery capacity.

While community colleges and universities each have access policies in place, there is no corresponding system-wide policy for the post-secondary sector. The process of defining priorities and funding various projects appears to be largely ad hoc. The Commission believes that a system-wide policy would be useful to help focus limited resources in critical areas. ***Therefore, the Commission recommends that the Council on Post-Secondary Education, in consultation with institutional representatives be mandated to develop a comprehensive system-wide policy on accessibility for special client groups.***

A major effort in accessibility has been the federal-provincial joint funding of a set of programs called Access Programs. These are discussed at greater length in Chapter 7.

A separate Access Fund, unrelated to the Access Programs, created by the Universities Grants Commission has also been instrumental in funding a wide variety of projects in the universities, some of which are identified above. The Access Fund was established in 1988 to support projects which would change or improve the ways in which universities deliver services, so as to make them more accessible to students from underrepresented groups by changing mainstream services and activities. It was felt that accessibility was more than simple admission to university. The emphasis was also placed on providing a support system which would enable the student to be successful.

The Access Fund was designed to support projects of a one-, two- or three-year duration which, if found successful, could be incorporated within a university without being dependent on long term funding. Essentially, the Fund has been experimental in nature. It has assisted universities in changing some of their internal procedures to accommodate other than mainstream individuals. A good example is the Aboriginal Academic Support Program in the University of Manitoba Faculty of Law. ***Since need in the area of accessibility continues unabated, the Commission recommends that the Access Fund be maintained and, in years where the operating grants are increased, that the Fund be subject to a similar increase.***

In addition to responding to people with physical and learning challenges, provincial resources have also been dedicated to deliver university education to people in remote regions of the province. Inter Universities North (IUN), created in 1971, has proven to be an excellent vehicle to deliver university education above the 53rd parallel. IUN is a

cooperative effort between the Brandon University, the University of Winnipeg and the University of Manitoba. IUN offers university courses in 28 Northern communities.[1] In 1991/92, a total of 597 students enroled in over 1000 courses. The future of IUN is considered further in Chapter 8.

A more recent experience has been the First Year by Distance Education (FYDE) project created to allow sequential high school students and adults from five remote centres of the province to enrol in first year university courses in their home communities. FYDE uses a multi-media delivery approach including satellite transmission, teleconferencing, electronic blackboards, computers and print materials to deliver up to ten first year courses per year. Students can choose a full first year of courses from this list of ten. An assessment concluded that the project, still in its pilot phase, had been very successful. The project demonstrates that there should be no apprehension about making a greater commitment to distance delivery.

As of September, 1993, the University of Winnipeg is offering three first year courses, English, Biology and Psychology, through the cable television network to residents of Winnipeg. While the present situation is limited to a one-way audio/video transmission, the addition of more sophisticated two-way audio equipment would make it possible for off-campus students to communicate with the class. This development is viewed by the Commission as significant since it alters traditional methods of learning in an urban setting. Communication technology can bring a student at a distance into the classroom.

Growth in full-time university enrolments is likely to be moderate in the foreseeable future. This growth should be accommodated by a more intensive use of existing facilities and by a more extensive use of communication technologies. Growth in part-time students has also increased by almost 25% over the 1982/83 to 1992/93 period. Many more students now combine work and study, and yet, institutions have not been fully accommodating to this client group. The universities' traditional two 13-week teaching terms from September to April remain unchanged. For many working individuals summer session programs are not an option. ***The Commission recommends that universities change these schedules to accord with the requirements of the part-time learners.***

In the overall post-secondary system, however, it is the capacity of the community colleges which gives rise to concern. In 1990/91 Manitoba ranked among the lowest of all Canadian provinces in the participation rate of the 18 to 21 age cohort.[2] Moreover,

1. Universities Grants Commission. *Annual Report 1991-92*. Winnipeg: Universities Grants Commission, 1992.
2. Statistics Canada. Education in Canada. Catalogue No. 81-229. Ottawa, Ontario. 1992.

Red River Community College is not only at full capacity but has waiting lists of up to two years in some programs. The Commission has noted in Chapter 6 on community colleges that Manitoba should set as a reasonable target the doubling of its participation rate in diploma programs over the next five years. Community colleges will accommodate this larger number of students by operating year round and by making greater use of distance education technology.

Being mindful that technology is not a panacea, the Commission nonetheless believes that developments in communication technology and their application to distance education delivery addresses an important cluster of issues related to accessibility. Therefore, it is the Commission's view that technology should be the first avenue of choice for general expansion of the system. As indicated in Chapter 4 on communication technology and post-secondary education, the Commission believes that undergraduate courses can be made available through a wide variety of technologies such as videotapes, CD-ROM, cable networks and the like. However, the model which should be pursued is the interactive two-way audio/video format. As indicated in Chapter 10 on governance, the Council on Post-Secondary Education and our universities should cooperate in this effort to offer a full array of baccalaureate courses. But not all courses or programs need to be created locally. Many such educational products can be brought from out of province sources through the use of technology.

The Commission recognizes that courses by themselves are not always sufficient for a successful learning experience. Some learners do well on their own, others require assistance. Support services to assist students must be further developed. Models already exist here and in other jurisdictions in Canada and the United States: these should be explored to the fullest. For example, a toll free telephone number linking students to a professor or a community based learning assistant can be helpful to students in the process of learning. The notion of programs being "user friendly" must be the operating principle in the methods employed for the delivery of education through the use of technology.

One of the issues of accessibility is the student's ability to meet the costs associated with post-secondary education. Some of the recent changes to the Canada Student Loan Program announced by the federal government include increasing the weekly loan limits; increasing the limit on loans to part-time students; providing deferred grants or loan remissions aimed at producing a more manageable debt load to students in need; providing grants to students with disabilities; providing special opportunity grants to at-risk students; and, providing grants to women pursuing doctoral studies in engineering, applied sciences, mathematics and physical sciences. These changes are important and should go some way to addressing the financial difficulties encountered by some groups

of students. We note, however, that technology can deliver education in communities and in the home thereby substantially reducing the costs associated with travel, room and board.

The Canada Student Loan Program together with the Manitoba Student Financial Assistance Program are structured to assist students with financial difficulties. The Commission is of the view, however, that an income contingent repayment plan, with its emphasis on the ability to pay, could be a useful means of meeting student financial needs. This is discussed further in Chapter 11 on financial matters.

Chapter 6

COMMUNITY COLLEGES

Community colleges and universities have functioned for the most part at arms' length from each other. There is a divide between what is considered academic and what is considered technical, between the theoretical and the applied. This observation is characteristic of the experience in most provinces. The two streams have been on separate paths with too few points of interaction. In Manitoba, there have been a limited number of successful attempts at cooperation based on voluntary association and these constitute an important basis for expansion. Examples include the teaching of medical residents in radiology by the Medical Radiological Diagnostic Technology Department at Red River Community College, the development of an articulated program in child care services by Red River Community College and the University of Winnipeg, and the sharing of faculty in business administration between Brandon University and Assiniboine Community College.

> The increased involvement of community colleges in applied research and technology transfer should be explored. Greater flexibility in the transfer of credits between universities and community colleges needs to be encouraged and accelerated. As well, increased opportunities should be provided for collaborative and integrated programs between institutions.
>
> — *Economic Innovation & Technology Council*

Greater effort required to enhance the relationship should aim at better program articulation, more reasonable credit transfer arrangements and a framework for mutual planning. An important step has been taken by the Commission for improving university and community college cooperation by recommending the creation of a Council on Post-Secondary Education which includes both universities and community colleges within its remit. The coordination of provincial post-secondary education and training activities is an important aspect of its functions. Also, we believe that the recent decision to establish board governance at the community colleges will improve their flexibility and responsiveness. Board governance, in our estimation, creates closer and stronger community linkages, and carries the potential for colleges to be more responsive to student demand.

Elsewhere we noted that learning is a lifelong endeavour. Lifelong learning provides the framework for a learning environment often referred to as the seamless web. In our view, the concept of lifelong learning necessitates a better articulation between educational institutions to avoid duplication, increases the efficient use of resources and

removes barriers which inhibit the movement of students. Students must have clear paths from high schools to colleges and universities and, between colleges and universities. Articulation also means that the post-secondary education system needs credit transfer agreements that transcend the narrower concerns of individual departments or institutions. ***We recommend that credit transfer arrangements be developed to facilitate student movement between institutions.***

Universities and Colleges are expensive institutions to maintain. In the interest of better education for more people we must use our total plant and human resources to best advantage...Efforts should be made to expand cooperative programs. One of the inhibiting factors in cooperation is that of reciprocal credit. [People] do not want to go back to square one and start again. Serious consideration should be given to fair and reasonable reciprocal credit for courses taken at Community Colleges or through professional institutions...

— James B. Wallace
Winnipeg

University students in Manitoba, by and large, have only limited opportunity to acquire practical skills in areas related to their fields of study. This appears to be the case in most if not all disciplines, including the professional programs, business, scientific and technical fields. Students interested in technical fields often bypass the community colleges in favour of universities for fear of being dead-ended with no easy path to further skill or career development. Evidence provided at the hearings indicates that there are many individuals currently outside the university stream, many with community college backgrounds and/or extensive work experience, who wish to upgrade their skills at the university level but are frustrated in their attempts to receive appropriate credit for their knowledge and skills and/or to obtain access to university education. Those who do gain access to the university often lose valuable time and money repeating courses.

The lack of recognition for equivalent education is illustrated in the analysis of the college technology programs provided to the Commission by a former Faculty of Engineering professor:

> The technology courses at the community colleges have a very strong university flavour. Because students coming out of these programs are expected to be able to go to work directly, much of the course material is similar to what would be provided in the third and fourth years of a university program, with less time being spent on the fundamentals provided in the first and second years. In a two-year program, community college students receive 20 months of instruction compared to about 21 months of total instruction in a four-year university program. A clearly defined track should be available for graduates of community colleges wishing to continue studies toward a B.Sc. degree, with no more than two additional years required.[1]

1. Hugh MacDiarmid, submission to the University Education Review Commission.

The Commission therefore has recommended, in Chapter 10 on governance, the establishment of an articulation unit within the Council on Post-Secondary Education to review existing credit transfer practices and create, with college and university officials, a system that is both flexible and reasonable.

The Commission believes that community colleges are crucial to the economic growth of Manitoba. Colleges have a good track record in trade and vocational training programs of one year or less in duration. Furthermore, colleges can respond quickly to labour market demands by providing workers with new or additional skills in relation to new processes or techniques. Community colleges now dedicate over 60% of their effort and resources to trade and vocational training.[2] We do not wish to reduce this form of training. Such training is essential.

While our community colleges also offer more advanced education through two- and three-year diploma programs in the applied arts, sciences and engineering, the Commission believes that more needs to be done. It is our view that a concerted and determined effort is required to increase the capacity of community colleges to develop a broader range of diploma programs. Diploma programs are essential to creating a pool of highly trained individuals who will bring advanced knowledge to the running of production processes, to the use and maintenance of sophisticated equipment such as that used in medical settings, and to the application of complex technological designs to a variety of work settings. For example, engineers design processes while engineering technologists ensure their functioning and maintenance. Technologists with advanced education and training are essential to the transformation process from the theoretical to the applied. The Commission maintains that it is in this area of our post-secondary education that a real gap—and opportunity—exists, that is, in this middle ground between the trade and vocational training and the university degree. The Commission subscribes to the definition of this level of advanced training and education employed by the Ontario Ministry of Colleges and Universities in its document entitled **Vision 2000: Quality and Opportunity** as "…education which combines the strong applied focus of college career-oriented programs with a strong foundation of theory and analytical skills…in other words, training and education which occurs at the interface of college and university, beyond the diploma, up to and including the baccalaureate degree."[3] Discussions with officials from both the university and college sectors have confirmed this need.

> …universities [should] demonstrate more flexibility in order to harmonize university programs with community college and technical school programs and, [they should] move quickly toward cooperative programs allowing business to contribute to training youth and allowing students to combine elements of reality with their training.
>
> *— Norman Boisvert*
> *Association Canadienne d'éducation de langue française*

2. Information provided to the Commission by the Community Colleges Secretariat, Manitoba Department of Education and Training.

3. Ontario Ministry of Colleges and Universities. *Vision 2000: Quality and Opportunity*. A Review of the Mandate of Ontario's Colleges. Toronto, Ontario. May, 1990.

The Commission believes that new resources must be directed to this under-developed area of our post-secondary system in order to expand practical career choices for high school graduates while enhancing our capacity for economic growth and competitiveness. It is the Commission's view that developing this sector as a more credible career stream and with greater enrolment capacity will not only attract more sequential students but should relieve pressure on university enrolment. Other than university education, Manitoba has very limited opportunities for high school graduates to pursue careers requiring advanced training and education. The report of the Manitoba Skills Training Advisory Committee noted that colleges need to attract a larger share of high school graduates.[4] We agree with this observation. However, there must be a sufficient range of programs, in quantity and diversity, to attract high school graduates. This is not the case now. Additional diploma programs would not only attract more students but would reduce waiting lists for existing college programs. Because of a limited number of programs, waiting lists as long as two years presently exist, leaving little choice to students other than to change their career orientation or move from the province. The Commission believes that, over time, diploma programs will become real career alternatives to the bachelor's degree, and thus enhance the image and status of the community colleges. The development of these programs should be closely tied to provincial priorities in such areas as health care, aerospace, information technology and telecommunication, agri-food business, environmental industries and tourism. Beyond the diploma programs are the joint university-community college degrees. Again, we believe that proper articulation and the effective use of resources could help develop this dimension of the post-secondary sector. ***We recommend that new financial resources be directed to the development of a broader range of diploma programs and joint programs, that these be strategically focused on areas of potential growth for the province, and that these strategic choices correspond with the regional character of the colleges.***

Manitoba is a province with a relatively small population base and hence the requirement to continue to create college/university linkages that optimize the use of resources and maximize the life long career opportunities for all Manitobans is very important. Additional work needs to be done to more easily recognize and accept earned credits at all institutional levels.

— Tony Knowles
Red River Community College

In developing this aspect of our community colleges we are at present not recommending a building program to create additional space. It is the Commission's view that every effort should be made to extend the use of existing physical facilities to the fullest

4. Manitoba Department of Education and Training. *Partners in Skills Development*. The Report of the Skills Training Advisory Committee. Winnipeg, Manitoba. August, 1990.

by expanding the teaching year to twelve months and by developing a more robust evening program, throughout the year, to accommodate more learners including those who do not or cannot fit the regular schedule of activities. Furthermore, extensive use of communication technology for distance education must be adopted so as to respond to needs of learners at home, in work places, living away from the college centres or otherwise unable to attend regular classes. ***The Commission recommends, as a reasonable target, the doubling of the participation rate in community college diploma programs over the next five years.***

Although our recommendations are aimed generally at the three community colleges, we realize that each college has a different mission and should respond in a manner consistent with its geographic context. For example, Red River Community College, being located in Winnipeg, has a much more diverse and numerous client base and, therefore, requires a concomitant diversity in programs and services. Assiniboine Community College is well integrated within the community of Brandon and has an excellent outreach program with surrounding smaller communities. Its program requirements would therefore differ significantly from those of Red River Community College. Similarly, Keewatin Community College in The Pas has a special role to play in the area of post-secondary education in the North, as outlined in Chapter 8. Against these realities, we therefore see the development of diploma programs occurring quite differently at each of the three colleges and we encourage strategic planning relative to emerging labour market needs and provincial government economic priorities.

Chapter 7

ABORIGINAL PEOPLES AND POST-SECONDARY EDUCATION

The Commission is impressed with the critical importance of post-secondary education for the Aboriginal community. Participation and graduation rates of Aboriginal Manitobans in the education system are markedly below those for the population as a whole.[1] The Aboriginal community faces difficult social and economic realities, from a serious lack of secondary school and post-secondary opportunities, through lack of employment opportunity, a considerably lower standard of living and a cultural gap with the majority culture's post-secondary system—in short, a context of economic and educational deprivation. The result is a situation in which lack of secondary educational preparation, and a sense of exclusion, dependency and frustration, have become endemic barriers to entry and success. Demographic changes which will inevitably impact upon the post-secondary education system include population growth, particularly in the younger age groups, and population shifts to Winnipeg and the larger centres. There are at the same time significant positive developments for the Aboriginal community in increasing participation in post-secondary education and a greater overall sense of self determination.

Efforts have been made in the past several years by Aboriginal organizations, educational institutions and governments to address the post-secondary needs of Aboriginal Manitobans. Starting from a base of very low participation some twenty years ago, notable progress has been made in graduation from universities and community colleges, and significant numbers of Aboriginal Manitobans have acquired professional and technical skills. Institutions have become aware of the needs of the Aboriginal community, and a number of successful educational and bridging programs have been mounted on campuses and in communities. These steps represent important beginnings.

Aboriginal organizations are currently in the process of defining their post-secondary needs in four broad organizational contexts. Firstly, they are considering matters internal to the universities and colleges. These include courses and course content, support services, and the overall degree of "welcome" provided to Aboriginal people as students and staff within the major institutions. Secondly, they are considering the future profes-

1. Indian and Northern Affairs Canada. *University Education and Economic Well-Being: Indian Achievement and Prospects*. Ottawa, Ontario. October, 1990.

sional and technical skill needs of Aboriginal communities, and meeting these needs in part through courses to be delivered in communities by the colleges and universities. Thirdly, they are considering models of educational enterprises operated by the Aboriginal community, at the band or tribal council and provincial levels. Fourthly, they are considering matters of self-governance and funding of education in the context of federal responsibilities toward the First Nations.

The Aboriginal population of Manitoba, according to the 1986 Census, totalled some 85,235 persons, or 8.1% of the province's population of 1,049,320. In 1991, according to estimates prepared for the Manitoba Aboriginal Justice Inquiry, the Aboriginal population was distributed as shown in Table I.[2] In the absence of 1991 Census figures, not available at the time of writing, we have accepted these figures as a reasonable basis for observation.

Table I

Manitoba Aboriginal and Total Population by Region[3]

Region	Regional Aboriginal Population	Total Regional Population	Aboriginal % of Total Regional Population
North	41,000	76,517	61.0
South	42,500	396,500	10.7
Winnipeg	41,000	626,232	6.5
Total	124,500	1,099,249	11.3

According to the 1986 census, the proportion of the Manitoba Aboriginal population in the age groups up to 24 years was approximately 60%, relative to approximately 40% for the proportion of those age groups within the total Manitoba population.[4] These are the groups whose post-secondary education needs are and will continue to be most pressing. For the population 15 years of age and over, 27.4% of the population with Aboriginal origins had a complete high school education, compared to 48.7% of the general population of Manitoba. Persons with a university degree represented 2.0%

2 Hamilton, A.C. and Sinclair, C.M. *Report of the Aboriginal Justice Inquiry of Manitoba*. Vol. I and II. Province of Manitoba. 1991.

3 Ibid., p. 8.

4 Manitoba Bureau of Statistics. *Manitoba Aboriginal Persons-A Statistical Profile*. Winnipeg, Manitoba. 1989. p. 19.

of the Aboriginal population and 7.9% of the Manitoba population. Persons with a trades or other certificate represented 8.8% of the Aboriginal population and 15.2% of the Manitoba population.[5]

Limited access to high schools is a fundamental problem for First Nations communities. In Northern Manitoba, only 9% of the 56 communities administered under the Manitoba Northern Affairs Act, and 36% of the 42 First Nations communities governed under the federal Indian Act, have high schools.[6] For reserve communities in the north, in 1992/93 over 550 students were placed outside the region, many in Winnipeg, to attend high school. With difficulties inherent in attending high school away from home communities, drop out rates are high.[7]

This gap in the availability of secondary education underscores the problem of lack of preparation for post-secondary education.[8] It is clearly also a major factor in the relatively large number of adult non-sequential (i.e., not going directly from high school to university or college) students of Aboriginal origin wishing to avail themselves of college and university education at a later point in life, often with family and employment responsibilities, and often requiring educational upgrading and bridging programs.

The levels of Aboriginal representation in the student bodies of the universities may be determined by estimate only, since official statistics are not kept. In 1992/93, it would appear that there were approximately 350 to 400 Aboriginal full-time students at Brandon University, out of 1,761 full-time students, or 20% to 23%. At the University of Winnipeg, about 150 Aboriginal students identified themselves, out of a total full-time registration of 2,588, or 5.8%; and at the University of Manitoba, approximately 600 Status students identified themselves out of a total of 14,926 full-time students, or 4.0%.[9] In the community colleges, student representation is tracked, based on self-identification, and was reported as follows for 1992/93. Red River Community College reported its Aboriginal representation as 9.7%; Assiniboine Community College reported 7.8% (20% including off-campus programs); and Keewatin Community College reported 39.8% (over 50% including off-campus programs).

5. Ibid, p. 23.

6. Northern Manitoba Economic Development Commission. *A Benchmark Report*. Thompson, Manitoba. December, 1992. pp. 52-53.

7. Northern Manitoba Economic Development Commission. *Northern Manitoba Post-Secondary Education: An Engine for Economic Growth*. Thompson, Manitoba. May, 1993. p. 9.

8. Indian and Northern Affairs Canada. *University Education and Economic Well-Being: Indian Achievement and Prospects*. Ottawa, Ontario. October, 1990. pp. 31-32.

9. Aboriginal student figures reported by universities, enrolment figures as at December 1, 1992. Universities Grants Commission data.

Teaching and support staff representation is also of concern, in at least four respects: Aboriginal expertise in academic areas of interest to Aboriginal students and others; role models and mentors; advisors for students; and general equity. It may be concluded with reasonable certainty that Aboriginal representation in the teaching and administrative staffs of the colleges and universities falls far below that of the representation of Aboriginal persons in the general population. At the University of Manitoba, for example, the Aboriginal Staff-Student Network reported in its brief to the Commission, with figures from the University's Employment Equity Office (on the basis of self-declaration) for January 1992, that there were only 7 Aboriginal academic staff and 37 support staff employed by the university.

At the secondary and post-secondary education levels, heavy demands are placed upon the motivation and finances of Aboriginal students. Education opportunities are frequently available only away from the home community; many students participate in bridging and upgrading programs as adult learners; and, in the colleges and universities many students enter without an educational background of equivalent quality to that of their peers. The large number of adult Aboriginal students without full secondary qualifications wishing to undertake university and college programs has identified a need to develop the educational bridging and support programs necessary to integrate these students into the post-secondary education system.

Across the post-secondary system there has been an interplay of several complementary but distinct approaches: measures internal and external to the major institutions; government initiatives; and self-governing Aboriginal initiatives. Much of the growth of each of these approaches over the past two decades, not surprisingly, has been ad hoc, responding to pressing local needs, for example for teachers and health professionals, and to the availability of funds to mount individual courses and programs. But system-wide change by the institutions has been slow. It is only relatively recently that the major institutions have begun to rethink their approaches to student services, the provision of academic courses, and faculty and staff hiring, in ways that are inclusive and proactive with respect to Aboriginal Manitobans. And it is only relatively recently that Aboriginal organizations have started to consider a potential role as responsible for their own, community oriented post-secondary delivery.

Serving as a catalyst have been the accessibility, bridging and distance education initiatives, known as the Access programs, sponsored and funded by the provincial government, and delivered in conjunction with several of the colleges, universities and Aboriginal organizations. The Province of Manitoba currently funds some fourteen Access programs, delivered by two universities and two community colleges. A primary intent of the programs is to increase Aboriginal entry to and success in post-secondary education. The Government of Canada, which had participated in funding to the ex-

tent of approximately thirty percent, withdrew after 1989/90. The programs cover a range of initiatives including professional education programs, upgrading, counselling and support services, delivered on- and off-campus and in rural and northern communities. Overall, out of a combined enrolment of approximately 700 students, the fourteen programs serve a clientele which is 75% Aboriginal, 67% female, 31% single parents, and 80% aged 22 years or older. The programs produce a total of approximately 125 graduates per year.[10]

While enrolment in the Access programs has remained stable over the past number of years, direct individual funding of students has of necessity decreased due to the withdrawal of federal funding. The Province has been obliged to prioritize its funding for program infrastructure expenditures over student support funds. Numbers of students funded by First Nations bands and from other sources have increased proportionately. Net cost to the Province remained at approximately $9.4 million (projected) in 1993/94.[11]

Viewed in their totality, the Access programs have clearly been successful in pioneering the integration of Aboriginal people into post-secondary education. We note, however, that in important respects, the programs represent temporary solutions to larger and longer term matters which should be addressed in a broader manner. These issues are: (a) basic educational preparation to enter post-secondary education; (b) internal measures at institutions for student support and faculty diversity; and (c) local community educational needs assessment and delivery. The Commission supports the principles of the Access programs while recognizing that there may be more effective, system-wide means of attaining the same objectives. We note that the Province is at present reviewing the programs.

One of the important recommendations made to us by the Assembly of Manitoba Chiefs is that the universities take greater responsibility for internal measures in support of inclusiveness for Aboriginal people, including academic course offerings, recruitment of faculty and support staff, and provision of facilities for on-campus student organizations. We recognize that several of the institutions are in the process of undertaking examinations of arrangements and implementing measures to encourage the entry and support of Aboriginal students and the hiring of Aboriginal staff. We take note of a proposal presently under discussion at the University of Manitoba by the Aboriginal Staff-Student Network for an Aboriginal House of Learning. This model has been inspired by a combination of local needs and the recently inaugurated First Nations House of Learning at the University of British Columbia.

10. Manitoba Department of Education and Training, June 1993.

11. Ibid.

Concerning access to the community college system, in Chapter 6 we recommend increasing the number of students served. In this increase of college capacity, there will be increased opportunity for Aboriginal students. Regarding educational delivery by the institutions to First Nations communities through off-campus courses and various distance education delivery methods, we make several relevant recommendations in Chapter 4 on distance education and in Chapter 8 on the North.

Aboriginal communities themselves are playing an increasing part in the development of bridging and post-secondary education initiatives in recent years. For example, the recently opened God's Lake Narrows Full-Time Community Based University Program represents cooperation among the local First Nations organization, Keewatin Tribal Council and the universities. This model has been duplicated at Cross Lake, and similar developments are planned for 1994 at Split Lake, Nelson House and Norway House. Another recent development, the First Nations Sakatay College in Garden Hill, at Island Lake, provides a variety of educational services.

In the south, Yellowquill College, operated by the Dakota Ojibway Tribal Council in Portage la Prairie, began as a school offering college preparatory and continuing education courses. It is now seeking via the Committee of Presidents of Universities of Manitoba (COPUM) to obtain college affiliation status with one or more of the three universities in several distinct areas of study: Native teacher education; Native law; and Native languages. It also has as a goal affiliation with the community colleges. A proposal for a study to determine an affiliation and educational delivery model has received approval in principle from COPUM and Indian and Northern Affairs Canada.

At the same time, the Métis community is developing initiatives to address its post-secondary needs. The Northern Métis Education Program in Lynn Lake, which began operation in the fall of 1993, is a cooperative project involving two community colleges and two universities, with courses leading to full diplomas and degrees. In addition, the Manitoba Métis Federation has proposed the establishment of the Louis Riel Institute, which would operate within the existing education and training system. This proposal is at present under consideration by the Department of Education and Training.

A recent development, in October 1993, is the signature by the Assembly of Manitoba Chiefs and the Manitoba Métis Federation with Employment and Immigration Canada of an agreement for the expenditure of some $21 million allocated annually for training programs under the Pathways to Success program, which has some implications for community colleges.

All of these initiatives are indicative of the serious interest among Aboriginal organizations in education and training arrangements keyed to the needs of particular communities, and for a combination of self-governance of the delivery authority along with flexible, fully accredited course and program provision arrangements with the colleges and universities.

We recognize that constitutional debates and developments within the federal Department of Indian and Northern Affairs will undoubtedly have effects on Aboriginal post-secondary education. In the area of federal responsibilities, the Royal Commission on Aboriginal Peoples is presently at work, considering within its mandate the implications of Aboriginal sovereignty. The Assembly of Manitoba Chiefs is currently undertaking a consultative process with its constituent groups concerning post-secondary education. In their presentation to this Commission, the Assembly of Manitoba Chiefs indicated their firm belief that, in its devolution of responsibility for education, the federal government must provide adequate funding to enable more First Nations citizens to pursue post-secondary education.[12] The Commission endorses that view.

We note also that the Manitoba government presently has under consideration the recommendations of the Northern Manitoba Economic Development Commission, several of which concern post-secondary education. In Chapter 8 we address the issues of post-secondary education in the North.

Although these broader issues are in a state of uncertainty, there is marked progress with a number of post-secondary education issues for the First Nations:

- an increasing number of locally based training and education initiatives;
- program delivery partnerships with post-secondary institutions;
- increasing devolution of authority and financing from the federal government; and
- planning by the Assembly of Manitoba Chiefs for educational services in the context of self-governance.

Despite these developments, we are fully persuaded of the urgency of the major issues of Aboriginal post-secondary education:

- the need for First Nations representation in decision making;
- the need for effective and accessible secondary education;
- the need for upgrading and bridging programs for adult learners;
- the need for effective response by the major institutions, on-campus and off, and through distance education at the community level; and
- the need for resolution of funding issues.

12 Assembly of Manitoba Chiefs. Submission to the University Education Review Commission, January 1993, p. 1

Within this broad context of urgent issues and events in flux, it is clear that greater coherence and direction are desirable. As a contribution to the longer term development of effective Aboriginal participation in post-secondary education in Manitoba, we would propose for discussion the concept of a First Nations Post-Secondary Education Authority. Its mandate would comprise relevant aspects of post-secondary education in so far as they concern Aboriginal people. If the First Nations deem it advisable, such an authority could operate as the representative of Manitoba Aboriginal peoples.

Chapter 8

POST-SECONDARY EDUCATION IN NORTHERN MANITOBA

The Commission recognizes the challenge posed by the delivery of post-secondary education to residents in the North. Through the many submissions and briefs presented at hearings held in Thompson, Flin Flon and The Pas and the document submitted by the Northern Manitoba Economic Development Commission entitled **Post-Secondary Education in the North: An Engine for Economic Growth**,[1] the Commission was seized of the issues concerning post-secondary education in the North. Distances and population dispersion over a large territory act as major impediments to offering a broad range of programs and services. People in the North feel left out of the decision making process which determines what will be taught, where and when. For many students and their families, the costs associated with moving to Brandon or Winnipeg to attend university, estimated to be about $15,000 per year per student, are clearly prohibitive.

> And yet, when you listen carefully to people, they're not talking about bricks and mortar. They're talking very much about a better coordination, a centre, an administrative centre, a northern board to control. Those are the concepts. They are not far off the natural evolution of systems that are already in place.
>
> — *Thomas Henley, Chair Northern Manitoba Economic Development Commission*

However, the single most pervasive issue brought to our attention by people in the North is the lack of a coherent and comprehensive post-secondary education policy for the North. Universities deliver programs independently of one another or cooperatively through Inter-Universities North. Keewatin Community College in The Pas and its satellite campus in Thompson offer a number of training programs. In addition, a number of courses and programs are offered by the New Careers program, Workforce 2000 and others, from Adult Basic Education to a variety of upgrading programs. All of these with their different loci of responsibility make for a rather disparate menu.

The Commission believes that the plethora of programs from upgrading to post-secondary education inclusively require coherence. ***To that end, the Commission recommends that Keewatin Community College become the comprehensive post-secondary education and training coordinator for the North.*** This encompasses both the

1. Northern Manitoba Economic Development Commission. *Post-Secondary Education in Northern Manitoba: An Engine for Economic Growth*. Thompson, Manitoba. May 19, 1993.

delivery of on-site programs and responsibility for the delivery of all existing university and college programs now offered in the North including courses and programs offered through Inter-Universities North. ***In addition, the Commission recommends that the College redefine its mandate to include the offering of a basic general studies university degree intended, in the main, to prepare students for graduate and professional programs.*** The degree and any credits acquired through Keewatin Community College would be recognized by and transferable to any of the three other universities.

With respect to the general studies program, the Commission envisions Keewatin Community College having a limited number of courses in place with the bulk of the program delivered through a fibre optic link to the other three universities in a fully interactive two-way audio/video format. Similarly, a fibre optic connection from The Pas to Thompson, Flin Flon and other communities offering a fully interactive format could be developed. Also, many graduate and professional programs could be offered in this way.

An important recent development has been the move to board governance by the colleges. Keewatin Community College now has a Board of Governors which reflects the Northern Region. The Board will be in a pivotal position to help define and articulate the needs of its client groups. New programs reflecting northern priorities will be developed. The Board will also be in a position to define more precisely, and communicate to the universities, the research needs of the region. The Commission believes that board governance and a new mandate for the College will create a new dynamism for post-secondary education in the North.

Multidisciplinarity, articulation, transferability and cooperation are essential to improving the access picture. Accomplishing such improvement and thinking seriously of providing physical locations in Manitoba's North will increase, with the movement of students, opportunity for peoples of the North and South. Such actions and results take a blend of community and academic decision making and it is imperative that all who are affected by the developments act as partners in directing the change.

— Tom Booth
Manitoba Organization of Faculty Associations
The Pas

The Commission believes that universities in Manitoba will be developing the capacity to use communication technologies to a much greater extent than is now the case to deliver courses throughout the province. Our recommendations with respect to Keewatin Community College, therefore, fit within this larger distance delivery net which is described in Chapter 4.

Chapter 9

POST-SECONDARY EDUCATION LINKAGES WITH BUSINESS AND INDUSTRY

As we have noted elsewhere, the linkages between the post-secondary education system and the economy are critical to our future and no where more so than in the area of research and the transfer of technology.

In Chapter 11 on financial matters we offer our analysis of the financial implications of the three core university functions of teaching, research and service at the University of Manitoba. We estimate the value of internally unsponsored self-directed research in 1993/94 at $60 million dollars. We find only tenuous links between this expenditure and Manitoba's strategic economic interests. In general, there seems to be little policy direction in this area. The Faculty of Agriculture furnishes an instructive model. Its successful reach to its provincial agricultural constituency has not prevented its efforts from receiving recognition internationally. The Faculties of Engineering and Agriculture operating through the Engineering and Applied Sciences Industrial Affiliates Program and the Faculty of Management can also be cited.

In Chapter 10 on governance, we have recommended that the Cabinet Committee on Post-Secondary Education provide strategic economic policy guidelines for the post-secondary education system. Indeed, the provincial government has recently released its priority list of traditional and developing economic sectors, and funds targeted programs through departmental arrangements. It has also mandated the Economic Innovation and Technology Council (EITC) to promote innovation and the commercialization of technology. Thomas J. McEwen's report to the Commission states that the "commercialization gap" in Manitoba's research and development process is real and needs to be closed.[1] The technology transfer system is weak.

Particularly in the area of science and technology, there is a need to build links between universities and industry. The private sector must communicate its research and educational needs to the universities. Greater opportunities must be developed for technology transfer between universities and industry.

— Economic Innovation & Technology Council

...we, as businesses, as a business community, have a tremendous obligation to start finding out what is going on out there because they've been reaching out, but we haven't been listening as well as we should and then to complement their activities one to the other.

— M. Anderson Winnipeg 2000

1. McEwen, Thomas J. "University Industry Interaction." A report prepared for the University Education Review Commission. Portage la Prairie, Manitoba. July, 1993.

...linkages must be developed between educational, organized labour and business sectors; linkages that will lead to regular consultation between the stakeholders on curriculum design, content and delivery. It is essential that the realities of the workplace and the national and international markets receive greater emphasis in our education system in order to ensure that the education experience has as much relevance as is possible.

— *Manitoba Federation of Labour*

We must initiate programs which will bring industry back to the universities for research. We have to tie into industry and private corporations in partnerships which will allow for the sharing of resources and knowledge. Not only will this provide the opportunity for better research and create jobs for university employees, but it will invaluably improve the level of education we are able to offer our students....and this will provide a direct avenue for our students to future success.

— *Wayne Pucci*
Association of Employees Supporting Educational Services

We recommend that the Council on Post-Secondary Education and the EITC examine ways and means of bringing part of the universities' large research activities to bear on the problem.

We are aware that the EITC is examining a proposal for a research park to promote cooperation between commercial and university research interests. The post-secondary education system has a strong interest in such a project and has much to contribute. ***We recommend that EITC consult with the Council on Post-Secondary Education in the future development of this proposal.***

At present, the community colleges have a good outreach to the enterprise and labour communities they serve. Our recommendation in Chapter 6 envisages a broader and stronger role for them. In the future, we expect that cooperative education in the workplace will grow in this connection. The Workplace Education Council, advised by business and labour, is increasingly effective in promoting work-study exchanges.

The continuing education function has an increasingly important role to play in meeting the needs of part-time and life-long learners. We have elsewhere recommended that institutional schedules and time tables be extended to be more "user friendly" to this group. Further, there is a need for the universities to collaborate on providing complementary continuing education offerings to maximize accessibility to the breadth of disciplines. We have also recommended increased use of distance education delivery and technology. Unnecessary duplication could be identified. Such arrangements could be initiated by COPUM or the Council on Post-Secondary Education.

As part of our review of this aspect of post-secondary education, we considered the report of T. J. McEwen on university/industry interaction.[2] Several important recommendations emerge. Universities can improve their outreach to business and industry. New approaches toward industry investment in applied research are advised. The report proposes that involvement in applied research be stimulated through changes in the university reward system, that is, tenure and promotion. It notes the high proportion of small business and branch plants in Manitoba and suggests ways and means of encouraging research among such companies. It points out the strong need to improve the commercialization of technology and contract research management and suggests possible policy measures. ***We recommend that the Council on Post-Secondary Education take up this study for consultation with the EITC, the institutions, enterprise and labour to identify the best course of action.***

In the matter of post-secondary education linkages with the economic community of enterprise and labour, a forum for dialogue is needed. ***We recommend that the provincial government through EITC convene regular meetings of interested parties, especially the small business sector, to highlight the issue and promote practical linkages.***

As the primary developers of the human resources for industry, universities need to be more sensitive to industry needs and future plans. The key to success for both sectors lies in achieving mutually beneficial cooperation and understanding. The challenge is to establish and strengthen the links between industry and university, and then to develop long-term relationships, partnerships, strategic alliances and affiliations.

— Jo Franje
Engineering and Applied Sciences
Industrial Affiliates Program

2. Ibid

Chapter 10

GOVERNANCE

Governance is the critical set of arrangements, authorities, expectations and linkages which determine policy and direction for post-secondary education. In this chapter, we are concerned with the two principal levels of governance, external and internal. By **external governance** we refer to the set of policy and funding relationships between the universities and colleges and their principal funder, the Government of Manitoba. This relationship is conducted, at present, mainly through the Universities Grants Commission for the universities and the Department of Education and Training for the community colleges. By **internal governance** we refer to the system by which the universities and colleges conduct their own affairs. Effective governance, both internal and external, is essential to the sound management of our post-secondary system.

The Commission believes that while the community colleges and the universities have pursued separate roles, society's need for both theoretical and technical competence draws attention to the importance of their interaction, with each other and with the public.

Since the mid 1960s several major national reports have been concerned with the subjects of university finance, governance and accountability. In reviewing some of these reports, we have noted that the relationship between universities and the public agenda has been a dominant theme. The 1966 Duff-Berdahl Commission report on university governance recommended a clearer articulation of governance responsibilities within government coordinating structures, between provinces, and internally within universities.[1] Strategic planning by universities and dialogue with government related to strategic plans were strong themes of the report.

In 1970 a similar commission headed by Messrs. Hurtubise and Rowat examined governance at the provincial government level.[2] Their review made significant recommendations for provincial higher education commissions with a legislated mandate to plan, coordinate and consult with the universities in a more thoroughgoing manner than existing government departments or intermediary agencies were doing.

1. Duff, Sir James and Berdahl, Robert O. *University Government in Canada*. University of Toronto Press. 1966.

2. Hurtubise, René & Rowat, Donald C. *The University, Society and Government*. Report of the Commission on the Relations Between Universities and Governments. University of Ottawa Press. 1970.

The most recent national report concerning university governance, in early 1993, was the report of the Canadian Association of University Teachers' Independent Study Group on University Governance.[3] This report takes as a starting point the Duff-Berdahl study, reviews significant developments over the intervening period, and focuses on the relationships among board, senate, faculty association and administration. The report makes recommendations intended to improve effective decision making at each of these levels and to improve the overall public accountability of universities for their chief functions.

New educational issues have arisen nationally and in Manitoba. The Commission has noted, however, that many of the observations of the national commissions of the earlier era hold renewed validity today. The major issues of the past two decades, accountability, system planning and governance processes, have returned with renewed urgency in this present era of fiscal restraint, rational planning and public accountability. These themes are presently being addressed in several provincial post-secondary reviews across Canada as well as by the national organisations representing university teachers and universities. Submissions made to this Commission make us cognisant of the importance of the issue.

In Manitoba, the Council on Higher Learning, an advisory body, was created by the Province in 1965. Its recommendations led to the establishment of Brandon University and the University of Winnipeg as autonomous institutions. They had previously been affiliated colleges of the University of Manitoba. Against this background, the Universities Grants Commission was established by the Province in 1967 as the intermediary structure for funding and other matters of government-university liaison. Though vested with considerable power in its legislation, its role evolved to the narrower one, primarily of mediating between the provincial government and the universities on funding allocations and related matters, rather than strategic issues. Manitoba's last major task force on post-secondary education, chaired by Michael Oliver, reported in November 1973.[4] It recommended a proactive post-secondary education commission charged with responsibility for the universities, the community colleges, and for an extensive province-wide regional delivery system. However, its major structural recommendations were not acted upon.

In the interim, primarily in the past decade, several developments have occurred at the provincial level. The Universities Grants Commission has been successful in initiating cooperative ventures among the universities in the delivery of several key programs

3. Canadian Association of University Teachers. *Governance & Accountability*. The Report of the Independent Study Group on University Governance. Ottawa, Ontario. January, 1993.

4. Oliver, Michael, Chair. *Post-Secondary Education in Manitoba*. Report of the Task Force on Post-Secondary Education in Manitoba. Winnipeg, Manitoba. 1973.

in and for northern Manitoba. The provincial Department of Education has established a record of success with the Access programs, a series of affirmatively targeted outreach, upgrading, course credit initiatives operated in conjunction with the universities and community colleges. A number of individual university faculties and departments, and program areas within the colleges, have developed a variety of teaching, research and service arrangements with each other and with government departments.

A recent development in Manitoba post-secondary education governance is the establishment of independent boards of governors for the community colleges. The move to board responsibility has strengthened the position of the colleges as community institutions and has positioned the colleges potentially to play a more entrepreneurial role not only in the local economy and labour market but in new collaborative ventures with the universities. Although there has been noteworthy progress in faculty and departmental working arrangements among the colleges and universities, at the level of board and senior administrative responsibility, the two sectors exist in relative isolation from each other. Similarly, at the level of major priorities and long term planning issues, the universities exist in strategic isolation from the provincial government. It is our observation that developments need to be more system-wide and policy oriented to establish the basis for broader, future-oriented partnerships among the universities, between the universities and colleges, and between the post-secondary institutions and government.

Although it is our mandate to direct attention to the need for improvement, we recognize that under our current system good things have been achieved to the benefit of our province. Many good people are at work. All this has encouraged us to put forward new proposals which we believe will assist in focusing on perceived difficulties and in orienting ourselves to meet modern needs to continue the progress already made. To this end we report that evidence presented at the public hearings and the conclusions we have drawn from our studies lead us to recommend changes in the system of external governance.

We propose two levels of initiative by the Manitoba government. First, we propose a greater focus on post-secondary education within the provincial Cabinet. Second, we propose a reconstituted linking agency, a Council on Post-Secondary Education, to replace the Universities Grants Commission, with a proactive mandate to work with the universities and the community colleges.

We believe the two proposals, one at the cabinet level and one at the linking agency level, will work, among other things, toward:

i. a clearer focus of provincial priorities;
ii. improved communication and interface between government and the institutions;

iii. positive system planning for post-secondary education, including improved collaboration among universities and colleges;
iv. improved transparency in the public accountability of the institutions;
v. more productive use of available resources.

Cabinet Committee on Post-Secondary Education

We have elsewhere outlined our philosophical concept of the place of post-secondary education in Manitoba society and the implications of that assessment for our future development and prosperity. In short, we submit the post-secondary education system provides one of the main instruments open to Manitobans to fit our society for the economic and social challenges of the coming years. If this assessment is valid then the high priority of the post-secondary education system to the provincial government and to our people is clear.

To meet this priority we recommend the establishment of a Cabinet Committee for Post-Secondary Education. This Committee will be the focus of human development policy in the post-secondary education sector in much the same way as the provincial Economic Development Board of Cabinet provides a focus for economic development policy. The Cabinet Committee will serve to raise the profile and priority of post-secondary education in the public agenda, with its implications for funding. The Cabinet Committee will be able to articulate a set of economic and social priorities for the post-secondary education system to meet the strategic goals of provincial policy. These priority decisions of a high policy character will be expressed as strategic directions to the Council on Post-Secondary Education. The Cabinet Committee will also provide the means by which government inter-departmental interests in post-secondary education may be effectively coordinated. The Departments of Agriculture, Industry, Trade and Tourism, Health, Finance, and Native Affairs have obvious cross-departmental interests in post-secondary education affairs.

In the interests of effective communication with those responsible for post-secondary institutions, the Cabinet Committee will meet at least annually with the chairs of the Boards of Governors of the universities and the community colleges. The Cabinet Committee will receive recommendations from the Council on Post-Secondary Education respecting a global budget for post-secondary education and the requirements of its own system-wide administrative responsibilities and the incentive fund discussed in Chapter 11. Similarly, the Cabinet Committee will receive recommendations on general policy on the future development of the post-secondary education system in the province. We propose the Premier as Chair of the Cabinet Committee, with the Minister of Education and Training as Deputy Chair. The Ministers of Finance, Agriculture,

Health, Industry, Trade and Tourism, and Native Affairs would be candidates for membership. The Chair of the Council on Post-Secondary Education would head the Secretariat serving the Cabinet Committee.

Council on Post-Secondary Education

We recommend the creation of a Council on Post-Secondary Education as a proactive planning, coordinating and mediating link for post-secondary education on a system-wide basis, linking strategic policies of the Cabinet Committee for Post-Secondary Education with institutional and academic development of both the universities and the community colleges.

The Council will have a full-time Chair of Deputy Minister rank reporting to the Cabinet Committee, assisted by such Council directors and staff as the various functions require, and advised by ten part-time councillors appointed by Cabinet for their expertise.

In particular the Council will discharge the following functions:

vi. Develop a long range plan for the development of a coordinated system of post-secondary education institutions for consideration by the Cabinet Committee;

vii. Mediate implementation of the Cabinet Committee's strategic initiatives with the post-secondary institutions;

viii. Consult with the institutions and recommend to the Cabinet Committee a global annual operating budget, together with the budget for its own administrative purposes and for provincial incentive grants;

ix. Allocate provincial government operating and capital grants, and provincial incentive grants;

x. In consultation with the institutions, develop plans for strategic specialisation, for differentiation and cooperation in programs and initiatives, approve programs and initiatives at both the undergraduate and graduate studies levels;

xi. In consultation with the institutions, plan and coordinate the development of a province-wide post-secondary distance education delivery system in cooperation with the public school system;

xii. Coordinate system-wide course accreditation and credit transfer arrangements;

xiii. Develop and implement, in co-operation with the post-secondary institutions, accountability and performance measures to improve the transparency of the core functions of teaching, research and service, and assist public understanding, with emphasis on use of resources, outcome results and knowledge transfer to the community;

xiv. Operate a system-wide data and information system;

xv. Promote linkages between post-secondary education, the public school system, and the Manitoba community;

xvi. Liaise with intra-provincial organisations, and, as authorized, with extra-provincial authorities on post-secondary education matters.

The Council will report through its Chair to the Cabinet Committee on Post-Secondary Education on all matters within its mandate. Bearing in mind the convention on the confidentiality of Cabinet papers, the Chair or the Deputy Chair of the Cabinet Committee on Post-Secondary Education will report to the Legislature on the activities of the Council. Allocation criteria for distribution of funds will be made public. The Council would be subject to a comprehensive audit every seven years to review and advise on the effectiveness of its role.

University Internal Governance

Internal governance as presently practised within universities does not always accommodate well to the demands of a rapidly changing society. Over the last thirty years, as William Sibley, former Vice-President of the University of Manitoba, observed in an address to the Canadian Association of University Business Officials in June 1993, we have moved from a situation where "...the powers of the Board of Governors and the President...were real and operative in fact—not tenuous, disputable and marginalised as they are today." Evidence to support Dr. Sibley's view may be found in the progressive diffusion of decision making power to faculties and departments. An unintended consequence is a reluctance to change and a reinforcement of the status quo. The principle of collegiality should not be extended beyond academic concerns lest it encroach upon operational decisions of an executive character.

In a period when the speed of change confronts many institutions in our society, universities are encumbered with a way of doing things that renders change and the decisions to change more than usually difficult. The demands of financial constraints, the establishment of institutional priorities and the making of strategic decisions to which this report refers challenges the internal governance system of universities to accommodate to them in a timely fashion. A way must be found to ensure that the priorities of the university as a whole are not unreasonably influenced by particular interests.

In the face of this situation, the first step must be to look to the boards of governors/regents. A review of relevant statutes—the University of Manitoba Act in the case of the University of Manitoba and

> Like other organizations, universities focus on, and are better at, maintaining the status quo than responding to changing understandings, be they in social context or in human interaction and relationships. Thus, while there may be considerable change in program, there is much less in terms of program organization and delivery, and virtually none, at the institutional level, in terms of overall institutional processes. In these instances, it can be said that the universities are not accountable to their own best knowledge and the purposes for their existence.
>
> — *John R. Weins and Benjamin Levin*

the Universities Establishment Act in the case of the University of Winnipeg and Brandon University—indicates that the powers of boards are sufficiently well defined to provide adequate authority for board leadership. In fact, their plenary powers make boards the paramount authority in the university structure. Responsibility for the proper oversight of the institution is entrusted to their care. Their relevant powers are set out in Appendix A.

In light of their responsibilities, it will also be useful for boards to review their own methods of operation. What is the optimum number of board members? Should the chairperson be appointed by government? Though it may not be a full-time position, would the post be better served if it were compensated? Would it be advantageous to select board members on the basis of their expertise with their representational character being a secondary consideration? Should boards establish their own secretariat to support their activities?

If our recommendations concerning resource allocation and institutional priorities are accepted, it will be the task of the boards to give leadership and oversight in their implementation in accordance with their statutory obligations. In any case, they should turn their attention to a more focused mechanism in dealing with resource allocation decisions, institutional priorities and strategic directions. Channels of responsibility and decision making must be properly coordinated. This involves internal management practices. Boards must examine the way in which decisions are made. This includes the decision making role of senior officers, senate, faculties and departments. Are responsibilities appropriately defined? Do functions overlap? ***We recommend that boards of governors/regents review the internal decision making processes and management practices of universities with the view to reforming the ways in which they deal with resource allocation, institutional priorities and strategic direction.*** In such a review we believe that boards may look with confidence to an academic community, well furnished with ability, to offer initiative and cooperation to make necessary changes within timely limits.

Tenure

The principle of tenure has been a matter of considerable public interest. Many observers have questioned its desirability and the privileges it is perceived to confer. They see tenure as an obstacle to the quality of teaching and to the renewal of the organization. Academics see tenure as central to academic freedom. It is argued that without a solid guarantee of academic freedom, the potential exists for the university as whole or for individuals to be open to unreasonable and unjustified interference. In reviewing this issue, the Commission was impressed with the approach taken by the New Brunswick Commission on Excellence in Education which stated:

> ...we have chosen not to engage in a lengthy discussion of tenure, which is frequently cited as an impediment to institutional change. To the extent that tenure protects the ability of the university to perform its important role as a critic of society, we believe it continues to have value. To the extent that it once served as job security, its value has largely if not entirely been superseded by the terms of collective agreements and contract law. Its abolition, as was urged in several presentations to the commission, would not, in our view, have any beneficial effect upon the ability of universities to manage their faculty or other resources. To the extent, however, that it is perceived as a means of protecting professors who are poor teachers, or non-performing scholars, it is an issue which universities must address by ensuring that all academic staff, including full professors, are evaluated against high standards rigorously applied...[5]

We believe that the recommendations made in Chapter 3 on scholarship and accountability address the significant issue of the evaluation of professors. We would like to reiterate, however, that the quality and excellence of the universities lie in their personnel. But the guarantee of excellence lies in a human resources development policy that is comprehensive. Such a policy falls under the jurisdiction of the board. Tenure should be reviewed within the context of a comprehensive human resources development policy.

University administrations should be able to implement personnel management policy in harmony with collective rights. In examining the collective agreement at the University of Manitoba we observe that certain clauses dealing with redundancy provisions and tests of financial exigency seem designed for other days. The clauses in question are attached as Appendix B. We trust that those agreements can be interpreted in a timely manner compatible with our recommendations. In the event that any new arrangements we propose were to affect adversely the careers of scholars and staff, then adequate provision should be made for compensation.

Other Issues

The Commission has been persuaded by the arguments presented to it in favour of a unique statute for the University of Winnipeg. ***We therefore recommend that the University of Winnipeg be provided with its own statute.***

5. Commission on Excellence in Education. *To Live and Learn: The Challenge of Education and Training*. Fredericton, New Brunswick. January, 1993.

Similarly, the Commission is persuaded of the importance of a unique statute as the foundation for Brandon University. ***We accordingly recommend that Brandon University be granted its own statute.***

The Collège universitaire de Saint-Boniface is formally an affiliated college of the University of Manitoba. The Collège has grown in its academic capacity and in its capacity to serve the Francophone population and all other students wishing to study in the French language in Manitoba, as well as in the extent of its linkages with institutions across the country. It is now nearly twenty years since its formal relationship with the University of Manitoba has been reviewed. ***The Commission is persuaded by the position presented by the Collège universitaire de Saint-Boniface, noting the timeliness of a review of the formal agreement of affiliation with the University of Manitoba, and recommends that a review be undertaken jointly between the two institutions.***

We recommend that a new statute be prepared to create the Council on Post-Secondary Education, that the statute include all powers presently vested in the Universities Grants Commission and that the community college legislation be amended so that colleges are brought under the jurisdiction of the Council on Post-Secondary Education.

Chapter 11

FINANCIAL MATTERS

In this chapter we present a picture of the financing of university education in the province and recommend measures to ensure that our universities will be appropriately managed.

Provincial operating grants and tuition fees are the two major sources of operating revenues for the universities. From 1982/83 to 1992/93[1], there has been a shift in the relative share of these two sources of revenue in relation to the operating expenditures of universities. In 1982/83, the operating grant of $133 million to the universities covered 81% of their $164 million in operating expenditures while the tuition fee revenues of $20.4 million accounted for 12.5%. In 1992/93, the $206.3 million in operating grants to the universities covered 73.4% of their $281.2 million in operating expenditures while tuition fee revenues of $66.4 million accounted for 23.6%.[2] These figures are of course on a system-wide basis.

In their submissions, the universities raised a general criticism of significant underfunding by the Province over a number of years. Underfunding is interpreted to mean the difference between budgets proposed by universities and the provincial grants they received. Table II presents a summary of the year on year increases requested by universities and the actual grant increases provided by the Province over the last ten years. During the period indicated, the universities requested an average annual operating grant increase of 13.3%. In the same period, government grants increased an average of 5.5% per year. This record, from the perspective of hindsight, may well convey to the universities an important message of financial limitations.

Doing more things with less means you do more of the same. Doing differently means casting your mind to issues like distance education, a greater emphasis on the learner as opposed to the teacher and different methodologies in classrooms and beyond to achieve the goals of quality learning.

— Murray Fraser
University of Calgary

Incremental cutting will no longer work. Education will have to make hard choices.

— Anne Jefferson
University of Ottawa

1. Whenever possible, the latest available figures have been used.
2. Universities Grants Commission financial data.

TABLE II[3]

	Universities' Requested Increase (%)	Grant Increase (%)
1982/83	18.2	16.1
1983/84	22.7	10.9
1984/85	13.0	2.9
1985/86	10.6	2.4
1986/87	12.1	3.6
1987/88	11.4	5.4
1988/89	10.1	3.8
1989/90	10.0	5.5
1990/91	12.8	4.2
1991/92	14.0	3.5
1992/93	11.6	2.4

It may be useful to take a wider perspective, for which the United Nations Human Development Report of 1993 provides a point of departure.[4] The report shows that Canada spends 7.2% of its gross domestic product (GDP) on public and private education, which compares with Japan at 4.9%, Germany at 6.2%, United States at 5.7% and France at 5.7%. The OECD average is 5.7%. In monetary terms, therefore, Canada can be said to excel.

The Manitoba record of support for education is generally in line with other provinces even though our tax base is below the Canadian average. Using the provincial GDP as a measure of taxable capacity, Manitoba in 1992 recorded a GDP per capita figure of $21,795 with the comparative figure for Canada at $25,077, or 15% higher.[5] The Canadian Association of University Business Officials annual report indicates that in fiscal year 1990/91, the Manitoba provincial grant as a source of revenue in support of the universities' general operating budgets represented 79% of total revenues, with the corresponding figure for Canada also being 79%.[6] In 1989/90, Manitoba provincial operating grants to universities per $1,000 of personal income were $10.08, the highest

3. Universities Grants Commission financial data.

4. United Nations Development Programme. *Human Development Report*. New York: Oxford University Press, 1993.

5. Manitoba Department of Finance. *Manitoba Budget 1993/94*. Winnipeg, Manitoba: 1993.

6. Canadian Association of University Business Officials. *Annual Report 1990/91*. Ottawa, Ontario: 1991.

of provinces from Ontario to British Columbia.[7] The Canadian average was $8.97 per $1,000 of personal income. In respect to Manitoba, therefore, it may be said that support to university education was reasonably comparable to other provinces.

Within Manitoba, a review of the provincial budget indicates a slight downward shift in the education budget as a proportion of the provincial budget from $549.5 million or 19.7% of the provincial budget in 1982/83 to $971.2 million dollars or 17.6% of the provincial budget in 1992/93.[8] Of course, the provincial budget has had to accommodate other demands as well as those of education. Some indication of these pressures can be gained by examining the changing relationships of some of the major public sector competitors over the period. The provincial budget just about doubled (98%) during the ten year period. Health kept pace increasing by 96%; Family Services increased by 187%; and, Education increased by 77%. It is unlikely that demands on the provincial budget to meet the needs of Health and Family Services will lessen in the near future.

Another aspect of funding is the apportionment of the education budget among the public schools system, community colleges and universities. The following table describes the relative growth experienced in each major sector within the education system. The changes in the relative share of the total education budget by each sector from 1982/83 to 1992/93, as shown in the parentheses, are +2% for the public schools system, 0% for community colleges and -3% for the universities.

TABLE III[9]

	1982/83 (millions $)	1992/93 (millions $)	% Increase
Total Education	549.5	971.2	77%
Public Schools System	350.9 (64%)	639.3 (66%)	82%
Colleges	32.7 (6%)	60.3 (6%)	84%
Universities	133.2 (24%)	206.3 (21%)	55%

7. Ontario Ministry of Colleges and Universities, Council of Ontario Universities and Ontario Council on University Affairs. *Interprovincial Comparisons of University Financing: Eleventh Report of the Tripartite Committee on Interprovincial Comparisons*. Toronto, Ontario. April, 1992.

8. Manitoba Department of Finance, Provincial Estimates.

9. Manitoba Department of Education and Training, Budget Estimates.

These developments are not peculiar to Manitoba. A similar situation obtains in other provinces as revenues have shifted to respond to social services and health pressures while attempting to maintain a sound higher education system. Despite these pressures, in 1989, the Manitoba provincial operating grant per Full Time Equivalent (FTE) student was $7,483 while the Canadian average was $7,133.[10] Manitoba was the fifth highest after Newfoundland, Quebec, P.E.I and Alberta.

In Manitoba, the operating grant to universities from 1982/83 to 1992/93 increased by an average annual rate of 5.5%.[11] During the period tuition fee revenues for all universities increased from $20.4 million to $66.4 million. This translates to an average year on year fee increase of close to 13%, demonstrating that universities have had to cover a larger portion of their expenditures through tuition revenues in their attempts to make up the difference between their requests to the Universities Grants Commission and their actual grants from the province. These increases may be compared to the average annual increase in the Consumer Price Index (CPI) of 5.2%, over the same period. However, when operating grants and tuition revenues are combined, the average annual increase in these revenues, which cover approximately 96% of operating expenditures, is 7.0%, which more than offsets the average annual increase in CPI.

An important indicator of an institution's ability to meet its responsibilities is the annual rate of increase in its operating grant per FTE student. The operating grant per FTE student tracked over time reflects, mainly, the impact of the increase in the student population on the operating expenditures. The average annual rate of increase in the operating grant per FTE student was 3.7% between 1982/83 and 1992/93.

These increases may be viewed in light of other factors such as enrolment increases, faculty and support staff changes and salary increases. The all sessions FTE student numbers increased from 25,938 to 28,260 or 9.0%. Individual institutional numbers for all sessions FTE students were as follows: the University of Manitoba increased by 7.2% from 18,597 to 19,942; the University of Winnipeg remained essentially stable at 4,772; Brandon University increased by 26.7% from 2,174 to 2,755; and, Collège universitaire de Saint-Boniface increased by 122.3% from 305 to 678. The University of Manitoba current all sessions FTE student numbers represent 70% of the provincial all sessions FTE university student population. The provincial total of part-time regular session student increased from 13,538 to 16,861 or 24.5%.[12]

10. The Statistics Canada definition of FTE, which includes all full-time students plus the number of part-time students divided by 3.5, has been used.

11. Universities Grants Commission financial data.

12. Universities Grants Commission, Annual Reports.

Institutional staff changes during the period 1982/83 to 1992/93 were as follows: full-time academic staff at the four institutions increased by 5.9% from 1647 to 1744, while part-time academic staff increased from 436 to 527 or 20.9%. Total full-time support staff decreased from 2,046 to 2,039. The increase in average salaries of teaching staff for each institution over the period 1982/83 to 1991/92 is presented in Table IV.

TABLE IV[13]

Average Salaries—Teaching Staff

	1982/83	1991/92	% Increase
University of Manitoba*	43,823	70,157	60%
University of Winnipeg	38,263	57,854	51%
Brandon University	35,355	56,247	59%
Collège universitaire de Saint-Boniface	27,937	53,084	90%

* The average salary figures for the University of Manitoba exclude the Medical and Dental Faculties.

The definition of teaching staff includes deans.

These increases may be measured against an increase in CPI of 50.5% for the same period. Total salaries represent approximately 80% of university expenditures.

Established Program Financing

In the aftermath of the Great Depression and subsequent to World War II, the view gradually gained acceptance that it was in the national interest for the federal government to play a role in post-secondary education. The use of federal spending power was seen as constitutionally appropriate to give substance to federal initiatives in this field. It is a matter of record at the time that Quebec had profound reservations about federal involvement. Manitoba, however, was one of a majority of provinces that approved the federal role. It should be noted that the concept of "equalization" in favour of "have not" provinces also came into play at this time. It is from this background that the Established Programs Financing (EPF) system evolved.

13. Statistics Canada. *Salaries and Salary Scales of Full-time Staff at Canadian Universities*. Catalogue 81-258 Annual. Ottawa, Ontario. 1982-1993.

We note that the EPF was a means to give substance to the policy of the federal government to assist in the financing of two established programs, that is, health and post-secondary education. The federal commitment in these areas facilitated the development of quality service for all Canadians. Until 1976, funding for health and post-secondary education in Canada was essentially cost-shared on a 50/50 federal/provincial basis in the proportion of 67.9% and 32.1% to health and post-secondary education respectively.[14] In 1976, at the request of the provinces, the program became an unconditional block grant based on an equalization formula.

The block grant was comprised of two factors: a transfer to provinces of 13.5 federal personal income tax points and of one federal corporate income tax point—both of which were equalized in value in a manner consistent with the national equalization formula; and, a cash transfer payment consisting of the difference between the total entitlement and the value of the equalized tax points transferred to the province. In order to accommodate the tax transfer, federal taxes were reduced and provincial taxes were increased. Many provinces feel that the "tax transfer" portion should not be considered a federal transfer since the tax points are now part of provincial taxation. The tax points do not enter the federal expenditure or deficit accounts except for associated equalization calculations. However, the federal government continues to count the amount generated by these tax points as a transfer payment. The total entitlement is now frozen on a per capita basis.

The importance of a robust federal presence in the post-secondary education sector is undeniable. Since the Second World War, federal involvement has been crucial to the development of an important network of post-secondary education establishments. However, two developments in the EPF threaten the effectiveness of the federal policy. The first development consisted of changing transfer payments into block grants thereby diminishing the federal policy impact. Any vestige of accountability to the federal government was thus removed. The EPF grants therefore became part of the consolidated revenues of the province thereby severing the link between the grants and the post-secondary education sector. To that extent, the federal input to post-secondary education has been obscured and federal interests, if not responsibility, have been diluted. The second development concerns the "tax and cash" portions of the EPF. The cash portion of the federal payment is static and may eventually disappear. If this happens, the federal role in post-secondary education will be insignificant.

But national policy should concern itself with more than federal money. Indeed, the federal government should also assist the provinces in coordinating activities leading universities to greater cooperation, trading specialties and maximizing opportunities for

14. Manitoba Department of Finance

students. As an example, both levels of government could create a real network of institutions with existing communication systems. When we take into account possibilities heretofore unimagined in the areas of communication technology and distance education, the future potential is extraordinary. We have hardly begun to measure the scope of the possible. The federal government could well provide the organizational infrastructure and incentive funding to help the provinces and their universities to work together in such a grand design. But priority must be given to rework and to refinance the EPF policy. The original concept proved itself beneficial to the nation and urgently needs to be reestablished to meet the pressing needs of the new economy. The forthcoming negotiations on EPF policy provide a timely opportunity to deal with this matter.

Tuition Fees

In the circumstances of the day, we approach the question of student fees through a consideration of cost benefit. Attendance at post-secondary education institutions is a voluntary matter but it is clear there are two main beneficiaries: the student and society. Though in the present difficult employment situation careers are not so easily found, those who have received a post-secondary education have a greater earning potential over those who have not. In a briefing note to the Commission, the University of Winnipeg listed some of the individual economic benefits associated with a university education: lower unemployment rate, higher occupational level, higher annual average earnings, and higher life time earnings. In **Employment Outlook**, the OECD, after noting the growing wage differential in 12 of the 17 countries studied, asserts that the most striking increase in wage differentials was between workers with a university degree and those without.[15] The OECD therefore rates education as the most important explanation for the increase in the wage differential. In Canada, the wage differential for university trained workers over high school graduates was about 40% higher throughout the 1980s.

While economic benefits accrue to the students, to say nothing of the non-economic and cultural advantages they enjoy, society also derives benefits of major proportions through a well educated population. Indeed, it is our position that post-secondary education is vital to Manitoba's future. The distinction between private benefits, which accrue to the individual, and the public good is often expressed quantitatively through tuition fees paid by students and the public contribution provided by the taxpayer. The current breakdown in cost sharing between the student and the taxpayer is indicated for

15 Ibid

faculty program costs for the University of Manitoba for 1991/92 in Table V. These figures describe the share of cost borne by the student and the size of the public contribution provided by the taxpayer. They also indicate the percentage differential between faculties and raise the question of equity as between students.

TABLE V
University of Manitoba 1991-92
Undergraduate: Public Contribution & Tuition Fees by Faculty

Faculty	Enrolment	Cost/ Student ($) (2)	Tuition Fee ($) (1)	% Cost (1)/(2)	Public Contribution ($) (3)	% Cost (3)/(2)	Tuition Revenue
Agriculture							
Degree	371	12,378	2,055	16.6%	10,323	83.4%	762,405
Diploma	101	17,790	1,852	10.4%	15,938	89.6%	187,052
Architecture	348	7,764	2,054	26.5%	5,710	73.5%	714,792
Art, School of	281	9,568	2,039	21.3%	7,529	78.7%	572,959
Arts	5,791	5,076	1,756	34.6%	3,320	65.4%	10,168,996
Dentistry							
Dental Hygiene	42	29,569	2,081	7.0%	27,488	93.0%	87,402
Dentistry	98	55,827	3,097	5.6%	52,730	94.4%	303,506
Education	1,826	6,500	1,788	27.5%	4,712	72.5%	3,264,888
Engineering	1,174	10,337	2,205	21.3%	8,132	78.7%	2,588,670
Human Ecology	528	7,644	1,888	24.7%	5,756	75.3%	996,864
Law	278	13,941	2,195	15.8%	11,746	84.2%	610,210
Management	1,083	7,714	2,212	28.7%	5,502	71.3%	2,395,596
Medicine							
Medical Rehab.	157	13,632	2,199	16.1%	11,433	83.9%	345,243
Medicine	325	30,576	3,097	10.1%	27,479	89.9%	1,006,525
Music	77	11,878	1,878	15.8%	10,000	84.2%	144,606
Nursing	405	9,116	2,071	22.7%	7,045	77.3%	838,755
Pharmacy	133	12,565	2,212	17.6%	10,353	82.4%	294,196
Physical Education & Rec. Studies	369	10,657	2,015	18.9%	8,642	81.1%	743,535
Science	2,601	6,814	1,972	28.9%	4,842	71.1%	5,129,172
Social Work	275	7,272	1,906	26.2%	5,366	73.8%	524,150
Total	**16,263**						**31,679,522**

Note: Table includes correspondence students and winter and summer session standard students but excludes 280 Continuing Education students and 203 Pre-Masters students.

Source: Office of Institutional Analysis IS Book 1991-92, University of Manitoba, and Statistics Canada Catalogue 81-219 Annual.

In the face of continuing fiscal constraint and the rising cost of post-secondary education, the Commission believes that students will be called upon to assume an increasing share of its costs. There is, however, no current public policy offering clear, longer term guidance for post-secondary management in developing tuition fee policy. The question of the proportion of university operating expenditures that student fees should cover is being widely canvassed at present. Stuart Smith suggested a figure of 25%. Policy in Alberta allows fees to cover 20% of institutions' net operating expenses. The Council of Ontario Universities has recently recommended a 50% increase in tuition fees over the next two years. All jurisdictions anticipate rising fees.

In addressing the issue, the Commission has examined current tuition fees in relation to faculty program costs and the public contributions thereby extended. As indicated in Table V, the amount of annual public contribution by faculty ranges from a high of $52,730 per undergraduate student in Dentistry to a low of $3,320 per undergraduate student in the Faculty of Arts. Related tuition fees as a percentage of actual faculty costs are 5.6% for Dentistry and 34.6% for Arts.

The studies we have reviewed agree that, for the majority of students, fees are not a significant barrier. Indeed in Sweden and Australia, where at some time no fees were charged, there was relatively little change in composition of the student population. The numbers of students from underrepresented groups did not increase. The evidence indicates that reasons for attending university after high school graduation are significantly skewed to cultural and socioeconomic factors. According to B. Levin, fees are not yet a limiting factor to in university attendance in Manitoba.[16] This does not imply that some students do not require financial assistance to attend university. There are, however, better ways of assisting needy students than through the mechanism of tuition fees. Bursaries and loan programs are more effective in targeting those who in fact require assistance. As a matter of principle and practicality, therefore, the Commission believes that tuition fees should be charged.

Arts students at both the University of Manitoba and the University of Winnipeg now pay fees that cover close to 35% of the faculty program costs. The students in some other faculties at the University of Manitoba pay a substantially smaller percentage of the costs in those faculties as Table V sets forth. It is notable that among those students receiving high public subsidies and paying a low percentage of cost are those who subsequently may earn high incomes in their professional lives. David A. A. Stager in his study *Focus on Fees* concluded his chapter on "Economics and Social Benefits of University Education" by stating, "..., since graduates from programs with larger total

16. Levin, Benjamin. "Tuition Policy for Manitoba." A paper prepared for the University Education Review Commission. Winnipeg, Manitoba. January, 1993.

subsidies also can expect to realize higher lifetime returns than the graduates from arts and science, it might be reasonable to expect them to contribute a larger share of the instructional cost."[17]

Traditionally in Manitoba tuition fees have been set by the universities. At present, as part of its fiscal policy, the Province has issued superseding instructions. It is our view that, pending decisions on the financial recommendations of this report, the present level of tuition fees should be maintained. ***We recommend, however, that in due course universities should set their own fees, but it is important that, in so doing, well understood guidelines should be respected.*** As Table V shows, there is a wide difference in the proportion of faculty program costs borne by students in different faculties, ranging from 34.6% in Arts to 5.6% in Dentistry. Further general across-the-board increases will only exacerbate this inequality. They should not be considered. Instead, when further increases are called for, the principle should be adopted that tuition fees in the other faculties be increased over time to carry the same proportion of faculty program costs as students in the Faculty of Arts.[18] ***We recommend the application of this principle. However, increases should be limited by practical considerations and good judgement.***

Faculty costs for graduate students present a different profile. The breakdown between tuition fees and public contributions for 1991/92 are set out in Table VI. The costs for graduate students are substantially higher than those shown for undergraduates. ***We recommend as reasonable, a gradual increase of graduate tuition fees to a level of 15% of faculty program costs.***[19] The qualifications of practical considerations and good judgement raised with respect to undergraduate fees also apply here.

17. Stager, David. A. A. *Focus on Fees: Alternative Policies For University Tuition Fees.* Council of Ontario Universities. Toronto, Ontario. July, 1989. p. 80.

18. Appendix C provides information on undergraduate tuition fees set at 33% of faculty program costs.

19. Appendix D provides information on graduate tuition fees set at 15% of faculty program costs.

TABLE VI
University of Manitoba 1991-92
Graduate: Public Contribution & Tuition Fees by Faculty

Faculty	Enrolment	Cost/ Student ($) (2)	Tuition Fee ($) (1)	% Cost (1)/(2)	Public Contribution ($) (3)	% Cost (3)/(2)	Tuition Revenue
Agriculture & Food Sciences	144	43,499	2,182	5.0%	41,317	95.0%	314,208
Architecture	109	33,445	2,182	6.5%	31,263	93.5%	237,838
Arts	320	23,751	2,182	9.2%	21,569	91.8%	698,240
Dentistry	12	46,299	2,182	4.7%	44,117	95.3%	26,184
Education	191	13,952	2,182	15.6%	11,770	84.4%	416,762
Engineering	265	29,577	2,182	7.4%	27,395	92.6%	578,230
Human Ecology	29	32,022	2,182	6.8%	29,840	93.2%	63,278
Law	4	37,518	2,182	5.8%	35,336	94.2%	8,728
Management	201	14,649	2,182	14.9%	12,467	85.1%	438,582
Medicine	161	27,830	2,182	7.8%	25,648	92.2%	351,302
Natural Resources Institute	44	15,914	2,182	13.7%	13,732	86.3%	96,008
Nursing	42	22,847	2,182	9.6%	20,665	90.4%	91,644
Pharmacy	1	57,829	2,182	3.8%	55,647	92.2%	2,182
Physical Education & Rec. Studies	31	26,813	2,182	8.1%	24,631	91.9%	67,642
Science	194	31,582	2,182	6.9%	29,400	93.1%	423,308
Social Work	77	14,494	2,182	15.1%	12,312	84.9%	168,014
Total	**1,825**						**3,982,150**

Note: Tuition includes the total of the Standard Fee and the Graduate Faculty Fee.
Three Medical Rehabilitation students have not been included.
Source: Office of Institutional Analysis IS Book 1991-92, University of Manitoba, and Statistics Canada Catalogue 81-219 Annual.

We have also considered the amount of public contribution that should be provided to foreign students. Foreign students have a claim on our resources but it is a limited one. ***Therefore, we recommend that foreign students should pay twice the amount being paid by Canadian citizens.*** In Table VII we relate this proposal with the practice now followed in other jurisdictions.

TABLE VII

Average Tuition Fee Comparison for Foreign Students
Arts & Science
Canadian Universities
1992-93

Province	Canadian Students	Foreign Students	Additional Fee Paid	Multiplication Factor
Newfoundland	1,700	2,550	850	1.50
Prince Edward Island	2,280	3,980	1,700	1.75
Nova Scotia	2,417	4,345	1,928	1.80
New Brunswick	2,309	4,380	2,071	1.90
Quebec	1,461	7,174	5,713	4.91
Ontario	1,915	6,951	5,036	3.63
Manitoba* (Arts)	2,055	4,110	2,055	2.00
(Science)	2,255	4,310	2,255	2.00
Saskatchewan	2,107	3,011	904	1.43
Alberta	2,496	3,913	1,417	1.57
British Columbia	1,955	4,209	2,254	2.15

* After the application of the new fee proposal.

Based on the 1991/92 fiscal year and relative to Table V, tuition fees cover 15% of total general operating expenditures. The recommended increase in tuition fees to 33% of faculty program costs at the University of Manitoba does not mean that tuition fees would cover 33% of the total operating expenditures, since there are other costs of a general nature which are not attributable to faculties. Increased tuition fees such as we recommend would cover less than 25% of the operating expenditures. This compares with Stuart Smith's recommendation that tuition fee revenue should cover 25% of total university expenditures.

The important question remains as to student financial support. We note with approval that the Canada Student Loan Plan has been substantially improved. Loan ceilings have been raised by about 50%.[20] Grants for successful scholars and students with disabilities, as well as assistance to single parents, students on social assistance and women pursuing doctoral studies have been increased. Nevertheless, the introduction of an income contingent repayment plan should be pursued with the federal government. Such a plan allows the student to take out a government sponsored loan, which would be available to anyone needing financial help to receive a post-secondary education.

20. Manitoba Department of Education and Training, Student Financial Assistance Branch

Once studies are completed, repayment is made through the income tax system. The repayment schedule is contingent on income. The principle of ability to pay applies. Such a plan is working in Australia and Sweden and is suitable for Manitoba.
We recommend that Manitoba urge the Federal Government to introduce an income contingent student loan repayment plan.

Funding Initiatives

The Commission is under no illusions that the funding of universities will remain a major challenge. The university community will itself be aware that this challenge is not a passing phenomenon. Further, the Commission has recommended that new resources made available to the post-secondary education system must be directed to the priorities indicated in this report, that is community colleges and technology.

In assessing the financial position of universities it therefore appeared important to the Commission to obtain a working understanding of the core functions in which they are engaged. In North America, a generally accepted convention allots 40% of a professor's time to teaching, 40% to research and 20% to service. In this connection, as labour-intensive institutions, about 80% of operating costs of universities relate to both professorial and support staff salaries. Conceptually, the percentages assigned to the core functions seem clear and unambiguous. Yet, when examined further, it is apparent that this is far from the case. They are interwoven and complex. In practice, each professor may engage in each of the functions in considerably varying proportions. As it happens, university records are kept in such a way as to make much further analysis or disaggregation impractical. So the information base is limited.

Figures are notoriously susceptible to a variety of interpretations. They are particularly difficult to assess when only approximations are available. This is the situation confronting the Commission. System percentages and particular cases necessarily vary. But what is clear is the desirability, indeed the necessity, when operating in a climate of limited resources, to form some appreciation of how universities apply their resources. We can do no better than to accept as our point of departure the conventional assessment of university core functions: 40% teaching, 40% research and 20% service. Our observations on those functions and the financial allocations attributed to them are not immune to debate. We believe, however, that if they convey an order of magnitude in the determination of cost, they will be useful.

To illustrate, the Commission considered the implications of costing the service function at the University of Manitoba. If this activity is reckoned at 20% of operating expenditures, that sum would amount to more than $40 million using the 1992/93

operating expenditures of $212 million.[21] We were informed that within the service activity 75% is ascribed to committee work, consultations and related activities internal to the university itself. As noted in Chapter 3, the number of committees at the university exceeds 900. In some faculties teaching assignments are reduced to accommodate committee time. The remaining service factor (25%) is directed at activities with the external community. If these assumptions are reasonably accurate, the cost of this internal service approaches $30 million. If $30 million or anything like that order of magnitude is the price of internal service, then we judge it to be excessive. A prompt drastic streamlining of this internal service function will be financially productive and make resources available for other university purposes. ***The Commission recommends immediate attention by universities to bring these costs down by targeting a reduction of 50%.***

The gradual decline in the amount of teaching by regular faculty members can, in part, be accounted for by the tremendous energy devoured by the endless committees and redundant collegial processes. Consultation is a marvelous thing, but spreading the blame in an almost monomolecular layer is a pointless task.

— James S. Cowan
University of Ottawa

At present, a first-year student has a very good chance of being in a class with between 150 and 300 students, a number that is far too large for effective student-teacher interaction. It is also at this level that students need all the help they can get to adjust to the university environment.

— Executive Brief
University of Manitoba

The Commission is familiar with the traditional view held by academics on a teaching-research nexus or connection. The point was expressed by university officials and other university representatives in their presentations to the Commission. It is asserted, that teaching, especially in honours and graduate programs, is not only closely informed by research but also gains its essential substance and direction from research. From this premise, it is argued that the close connection between the two functions would preclude the separate consideration of teaching and research. We note, however, in referencing Lindsay and Neumann, that there are three different views held in respect of the teaching-research nexus: one believes in its existence, another questions its existence, calling for more direct evidence, and a third claims that this nexus has developed into one of conflict.[22] The Commission does not wish to comment on these views, leaving the debate to others. The Commission maintains, however, that whether one believes or not in the "nexus," a better understanding of teaching and research can be gained only by looking separately at the two functions. In fact, disaggregation is essential to accountability

21. Universities Grants Commission financial data.

22. Lindsay, Alan W. and Neumann, Ruth T. *The Challenge for Research in Higher Education: Harmonizing Excellence and Utility.* ASHE-ERIC Higher Education Report No. 8. Washington, D.C.: Association for the Study of Higher Education, 1988. p. 44.

and transparency. Such a disaggregation is now the case for the funding of research by the federal government. David Cameron makes this point by stating:

> Whether or not teaching and research can be separated as activities, it is clear that they can be funded separately. That this separation is not only possible but considered desirable is confirmed by the strength with which the university community supports the involvement of the federal government in funding research, quite separately from teaching. The question then becomes whether this separation should not also apply at the provincial level and, if so, to what extent.[23]

The Commission was interested in gaining an understanding of the quantitative aspects of teaching. At the University of Manitoba the hours of teaching were determined either at the department level or the faculty level. We were unable to obtain any overall record of these arrangements though in one faculty we were told that on the average, professors taught 4.5 hours per week. We are aware that differences among faculty teaching assignments, program calendars, policies on sabbatical leaves as well as the considerations noted in Chapter 3 on scholarship compound the problem raised by lack of data. Nevertheless we feel bound to make the following observation. If each professor at the University of Manitoba taught one additional hour per week, this would translate to approximately 1,200 teaching hours or 200 full courses. Obviously broad brush calculations of this kind are not to be taken at their face value. But they do indicate a possibility that should not be left unexamined. The other institutions have indicated that teaching hours, as stipulated in the collective agreements, were generally set not to exceed 9 hours a week per term with some variations for science professors. ***We recommend that a system be developed to monitor commitment of faculty time to the teaching function and that this be reported regularly to the Council on Post-Secondary Education.***

> We believe that the quality of education is becoming increasingly jeopardized. As well as being a result of chronic underfunding, this decline in quality is related to factors such as the undervaluing of teaching, unmanageably large classes, overburdened staff, as well as the use of equipment and resources that have not kept pace with technology.
>
> — *J. Funk, J. Goldman Students, Law*

There are other areas in teaching where streamlining can be effective and worthwhile. A feature that distinguishes the University of Manitoba is its position as a multiuniversity; that is, a university which encompasses within its scope a broad array of academic interests, including undergraduate, graduate and professional programs. In today's financial and technological environment this positioning is problematic because, in an effort to accommodate the multiuniversity to limited resources, a

23. Cameron, David M. "Financing Universities in Nova Scotia: Towards a New Approach." A Discussion paper prepared for the Nova Scotia Council on Higher Education. Dalhousie University. August, 1993.

watering down process may well be taking place. If underfunding has been as serious over the last ten years as we have been told, then continuing on the present path may well be seriously counter-productive. As Layzell has remarked:

> In a perfect world, the universities would receive all the money they need to continue expanding their important achievements. Unfortunately, higher education can no longer afford to be all things to all people. Instead, universities need to focus on doing better what they already do well. In the short run, they must set institutional priorities and make value judgements about specific programs, allocating resources to invigorate the higher-quality, higher-priority programs. In the long run, they must identify entire areas to be either fostered or eliminated.[24]

The idea that universities cannot be everything to everyone raises the question of what they should be. For example, the University of Manitoba recognizes 21 faculties with about 100 programs and has eloquently expressed its difficulties in their funding. Figures presented in Table I suggest that based on past funding experience it would be prudent to react to that reality. As Layzell suggests, this is an imperfect world. The classic response of an organism trying to accommodate new developments in a world of limited means is to develop a schedule of priorities. ***The Commission therefore recommends that the universities identify strategic priorities—reinforce their strengths, decide what should stay, what should go and make room for new initiatives.*** The many graduate programs must also be paid special attention. This process recognizes a rationalization of academic goals coordinated with the economic, social and cultural needs of the community. The goal is to ensure quality and excellence consistent with the resource base and requirements of the province.

To conclude, there is a pressing need for improvement in the quality of the education of undergraduate students in science and engineering. The teaching ability of all new and current professors and other teachers should be evaluated. Then, before teaching undergraduate classes, **they should be required to meet a standard considerably higher than current standards.** Professors should receive financial remuneration for teaching and teaching ability, not just for the publication of research papers.

— Scott Woodford
Student, Engineering

While the idea of priorities may appear limiting, the Commission believes that this is not a zero sum game. Although priorities may lead to the discontinuance of certain programs, paradoxically, this need not restrict a student's choices. Developments in information technology crowd in on us making it possible to access expertise and resources outside the walls of our institutions. A commitment to distance education delivery and the internal uses of technology with its obvious benefits will assist universities to make the best use of their own resources while becoming full participants in the development of

24. Layzell, Daniel T. "Doing More with Less: The 'New' Realities of Higher Education Finance." Review essay. *The Review of Higher Education*. Volume 15, No. 2. Washington, D.C.: Association for the Study of Higher Education, Winter 1992, p. 243.

a national educational network. There are opportunities here to review existing processes and to consider an emerging reality of cooperation and networking with others. Planning for these changes should be uppermost on the agenda of the universities. Technology will impose its form of rationalization in the not distant future and help universities concentrate their resources much more strategically.

Much has been said in recent years about the changing nature of society and the globalization of the economy. Most would agree that our high-tech, information-based society will require important investments of resources, both human and otherwise, if we are to maintain our standard of living and remain competitive with the nation and in the world. Underlying much of this, however, is the understanding that to participate competitively within this new economic reality requires more focused research in key areas of the economy.

The research function at universities is said to account for 40% of the operating budget. In the case of the University of Manitoba, the major research institution in the province, 40% of the operating budget amounts to more than $80 million. This is in addition to externally sponsored grants of roughly $50 million. At present, externally sponsored research grants do not cover overhead costs which have been estimated at approximately $20 million. Taking this amount from the $80 million leaves the university with a balance of $60 million, most of which is taxpayer funded and much of which can be attributed to internal research. As far as we have been able to ascertain, this internal unsponsored self-directed research exhibits few direct links to Manitoba's strategic economic and social interests. In general, there seem to be few policies for the direction of research in these areas. There is an urgent need that a modest part of the universities' very large research expenditures be directed at Manitoba's priorities. The success of the Faculty of Agriculture in its outreach to its provincial constituency while at the same time attracting recognition internationally is a case in point.

Elsewhere we have referred to the difficulty of obtaining a transparent view of university core activities among which research is included. There is need for disaggregation and analysis of the unsponsored research function to obtain a clearer understanding of the process and its outcomes. We are nevertheless satisfied from our own observation that the link between unsponsored self-directed research and local interests is tenuous. ***Thus, we recommend that the Council on Post-Secondary Education, in cooperation with the universities, provide transparency for this activity and determine how researchers could be encouraged to refocus an appropriate share of their activities on provincial interests.***

We also recommend that the Council on Post-Secondary Education administer an incentive fund to stimulate and reward innovative developments in the core activities of teaching, research and service. The Council on Post-Secondary Education will report annually to the Cabinet Committee on granting activities.

Capital Grants

In reviewing the issue of capital maintenance funding the Commission was struck by the present funding arrangements. There are basically two aspects to university capital funding: one aspect refers to the maintenance of the capital stock and the upgrading and purchasing of equipment, and the other refers to major capital projects involving the replacement of existing buildings, additions to existing buildings and new buildings. In the case of the first category, government has provided universities with a seperate annual grant. Table VIII shows the distribution of these grants. ***We recommend that grants for the maintenance of capital stock and for equipment replacement be integrated into the institutions' budgets as an operating expense.*** If an adequate capital maintenance budget is reckoned at 1% to 2% of the value of the capital stock, now estimated at $1.2 billion, these amounts are decidedly inadequate.[25] ***We recommend that the Council on***

TABLE VIII[26]
Renovations & Equipment Funding

Year	University of Manitoba	University of Winnipeg	Brandon University	CUSB	TOTAL
1981/82	2,166,001	500,636	281,097	52,266	3,000,000
1982/83	4,084,000	613,000	250,000	53,000	5,000,000
1983/84	3,839,926	668,655	394,895	96,524	5,000,000
1984/85	3,071,941	534,924	315,916	77,219	4,000,000
1985/86	3,071,941	534,924	315,916	77,219	4,000,000
1986/87	2,771,941	634,924	415,916	177,219	4,000,000
1987/88	2,771,941	634,924	415,916	177,219	4,000,000
1988/89	3,020,000	550,000	330,000	100,000	4,000,000
1989/90	3,900,000	620,000	370,000	110,000	5,000,000
1990/91	3,328,260	529,108	315,738	93,874	4,266,980
1991/92	3,020,000	550,000	330,000	100,000	4,000,000
1992/93	3,020,000	550,000	330,000	100,000	4,000,000
1993/94	2,826,795	514,814	308,888	93,603	3,744,100
TOTAL	$40,892,746	$7,435,909	$4,374,282	$1,308,143	$54,011,080

25. Information provided by the universities.

26. Universities Grants Commission financial data.

Post-Secondary Education determine the resource requirements necessary to maintain existing facilities and infrastructures and develop a schedule to address this situation in a reasonable time period.

Major capital projects, the second major category, should be budgeted three years in advance. The Commission is of the view that resources acquired through fundraising by institutions should cover an important part of the project costs. But, university capital fundraising should be also supported by provincial government matching grants similar in nature to the now terminated Manitoba Universities Development Fund. The recently enacted University Foundations Act should help institutions in attracting private contributions for operating endowment funds as well as capital projects.

Conclusion

In laying out our views on funding we cannot merely have regard to the financial difficulties of public finance at this present time. On the other hand we cannot ignore them. If the post-secondary education system is to receive a substantial increase in funding from government in the immediate future we must look at funding sources. Taxes could be raised, more debt could be incurred or transfers from other departments could be considered.

Confronted with the bleak medium term outlook for public finances, we believe the University of Manitoba has unrealized opportunities to improve the allocation of its available resources. This involves doing things in a different way and selecting, in a timely manner, academic programs that reflect its strength and are coordinated with the economic, social and cultural needs of the community. A substantial reallocation of resources is possible. Prioritization means that resources will be put to their best use. First things will be done first, excellence will be underwritten and opportunities will be created for desirable new initiatives. An examination of teaching assignments is recommended. In addition, by a streamlined reduction in the internal service activity, very significant academic time will be released for other assignments. Also a more effective link between research and the community is clearly indicated.

The University of Winnipeg, Brandon University and the Collège universitaire de Saint-Boniface are by and large liberal arts and science institutions. They do not have significant professional schools and graduate programs. Nevertheless, our proposals such as internal service review and examination of priorities are also directed at them. We recognize however, that their room to manoeuvre is more limited. ***We recommend that the Council on Post-Secondary Education take into consideration their separate individual financial requirements when advising the Cabinet Committee on Post-Secondary Education.***

To render university financial management more rational, a degree of certainty in the provincial grant is essential. ***We recommend that provincial grants to universities be announced annually on January 15th, similar to the statutory provision for the public schools system.***

In the chapter on community colleges we give our views on the importance of improving the range of programs and increased use of existing facilities. This is our first priority recommendation for allocation of additional financial support.

We see the development of a distance education delivery system as the best way to expand accessibility to urban, rural and northern students and to bring courses and programs from external sources. The funding of the Council on Post-Secondary Education for this purpose is a second system priority recommendation.

Making the post-secondary education system more accessible to Aboriginal students is a vital concern. In Chapter 7 on Aboriginal peoples we outline our views on this topic. We agree that for most Aboriginal students, there is a funding responsibility on the part of the federal government. But non-status Aboriginals and Métis come within provincial jurisdiction and should be treated accordingly.

MAJOR RECOMMENDATIONS

CHAPTER 2—MISSION AND ROLES: A SYSTEM-WIDE PERSPECTIVE

1. It is recommended that each university and community college review its current mission and roles statement in the context of the mission and roles of Manitoba's post-secondary education system and the extraordinary forces confronting it. (14)

CHAPTER 3—ON SCHOLARSHIP AND ACCOUNTABILITY

2. It is recommended that the University Teaching Service of the University of Manitoba be made a system-wide resource in order to enhance the quality of teaching at all institutions. (17)
3. It is recommended that the Council on Post-Secondary Education, in consultation with the universities, develop an accountability system so that the core functions of teaching, research and service be made clear to public understanding. (21)
4. It is recommended that universities eliminate the bias in favour of research from the promotion, reward and tenure adjudications so that teaching and service be properly recognized as scholarly activities. (22)
5. It is recommended that hiring arrangements set out employment goals and expected outcomes in terms of teaching, research and service and other appropriate activities in the proportions that the individual's tasks require and, that competence be measured periodically against standards of excellence. (23)

CHAPTER 4—TECHNOLOGY

6. It is recommended that a coordinating agency be created, under the aegis of the Council on Post-Secondary Education, to plan and implement developments in the area of educational technologies for post-secondary education as the priority means of system expansion. (31)
7. It is recommended that each post-secondary education institution be asked to prepare a strategic plan for presentation to the Council on Post-Secondary Education for the use of technology in the delivery of education both on and off campus and, that each plan give due consideration to the training of personnel, the reward system and the establishment of cooperative relationships between and among post-secondary education institutions. (32)

8. It is recommended that Manitoba urge the federal government to develop a national policy for the creation of a national education network by using existing telecommunication infrastructure and by enhancing the present structure through both public and private funding. (32)

CHAPTER 5—ACCESSIBILITY

9. It is recommended that the Council on Post-Secondary Education, in consultation with institutional representatives, be mandated to develop a comprehensive system-wide policy on accessibility for special client groups. (35)
10. It is recommended that the Access Fund be maintained and, in years where the operating grant are increased, that the Fund be subject to a similar increase. (35)
11. It is recommended that universities change their teaching schedules to accord with the requirements of part-time learners. (36)

CHAPTER 6—COMMUNITY COLLEGES

12. It is recommended that credit transfer arrangements be established to facilitate student movement from one post-secondary education institution to another. (40)
13. It is recommended that new financial resources be directed to the development of a broader range of diploma programs and joint programs, that these be strategically focused on areas of potential growth for the province and, that the strategic choices correspond with the regional character of the colleges. (42)
14. It is recommended, as a reasonable target, that the participation rate in community college diploma programs be doubled. (43)

CHAPTER 7—ABORIGINAL PEOPLES AND POST-SECONDARY EDUCATION

15. We offer as a suggestion to the First Nations the establishment of a First Nations Post-Secondary Education Authority to enhance the participation of Aboriginal peoples in post-secondary education in Manitoba. (52)

CHAPTER 8—POST-SECONDARY EDUCATION AND THE NORTH

16. It is recommended that Keewatin Community College become the comprehensive post-secondary education and training coordinator for the North. (53)
17. It is recommended that Keewatin Community College redefine its mandate to include the offering of a basic general studies university degree intended, in the main, to prepare students for graduate and professional programs. (54)

CHAPTER 9—INDUSTRY/POST-SECONDARY EDUCATION LINKAGES

18. It is recommended that the Council on Post-Secondary Education and the Economic Innovation and Technology Council coordinate ways and means of bringing part of the universities' large research activities to bear on the problem of technology transfer and commercialization. (56)
19. It is recommended that the Council on Post-Secondary Education take up the Thomas J. McEwen study for consultation with the Economic Innovation and Technology Council, the institutions, enterprise and labour to identify the best course of action in the area of industry/university linkages. (57)
20. It is recommended that the provincial government through the Economic Innovation and Technology Council convene regular meetings of interested parties, especially the small business sector, to highlight and promote practical linkages between the post-secondary education system and the economic community. (57)

CHAPTER 10—GOVERNANCE

21. It is recommended that a Cabinet Committee on Post-Secondary Education be established to focus upon human resource development and to provide strategic guidelines in the post-secondary sector. The Cabinet Committee would meet at least once a year with the chairs of the board of governors/regents. (62)
22. It is recommended that a Council on Post-Secondary Education be created having a broad and proactive mandate to mediate government policy with post-secondary institutions, coordinate system-wide planning and budgeting as well as having responsibility for distance education, accountability reporting, accreditation, system data development and community interconnecting relationships. (63)
23. It is recommended that boards of governors/regents review the internal decision making processes and management practices of universities with the view to reforming the way in which they deal with resource allocation, institutional priorities and strategic direction. (65)
24. It is recommended that the University of Winnipeg be provided with its own statute. (66)
25. It is recommended that Brandon University be provided with its own statute. (67)
26. It is recommended that a review be undertaken jointly by the Collège universitaire de Saint-Boniface and the University of Manitoba to study the formal agreement of affiliation between the two institutions. (67)
27. It is recommended that a new statute be prepared to create the Council on Post-Secondary Education, that the statute include all powers presently vested in the

Universities Grants Commission and, that the community college legislation be amended so that colleges are brought under the jurisdiction of the Council on Post-Secondary Education. (67)

CHAPTER 11—FINANCIAL MATTERS

28. It is recommended that universities set their own fees but that across-the-board undergraduate tuition fee increases be avoided and that the present level of tuition fees be maintained pending decisions on the financial recommendations of this report. (78)
29. It is recommended that when undergraduate tuition fees are increased, over time and subject to practical considerations and good judgement, they should relate to faculty program costs and that the Faculty of Arts tuition fees at the University of Manitoba be used as a benchmark. (78)
30. It is recommended, as reasonable, that graduate tuition fees be gradually increased to a level of 15% of faculty program costs. (78)
31. It is recommended that tuition fees for foreign students be twice the amount paid by Canadian citizens. (79)
32. It is recommended that Manitoba urge the Federal Government to introduce an income contingent repayment plan to provide loans to students in need. (81)
33. It is recommended that the allocation of resources to the internal service function of committees, consultations and related activities among academic colleagues be reduced by 50%. (82)
34. It is recommended that a system be developed to monitor commitment of faculty time to the teaching function and that this be reported regularly to the Council on Post-Secondary Education. (83)
35. It is recommended that the universities identify strategic priorities by reinforcing their strengths, deciding what should stay, what should go and making room for new initiatives. (84)
36. It is recommended that the Council on Post-Secondary Education, in cooperation with the universities, provide transparency for unsponsored self-directed research and determine how researchers could be encouraged to refocus an appropriate share of their activities on provincial interests. (85)
37. It is recommended that the Council on Post-Secondary Education administer an incentive fund to stimulate and reward innovative developments in the core activities of teaching, research and service. (86)
38. It is recommended that the Council on Post-Secondary Education determine the resource requirements necessary to maintain existing facilities and infrastructures and develop a schedule to address this situation in a reasonable time period. (86)

39. It is recommended that provincial grants to universities be announced annually on January 15th similar to the statutory provision for the public schools system. (88)
40. It is recommended that improving the range of programs and increased use of existing facilities for the community colleges be the first system priority for the allocation of new financial resources to the post-secondary education system. (88)
41. It is recommended that the funding of the Council on Post-Secondary Education for the development of a distance education delivery system as the best way to expand accessibility within Manitoba be a second system priority. (88)

Appendix A

UNIVERSITY OF MANITOBA ACT: SECTIONS 16–24

Filling vacancies.
13(2) Where a vacancy in the office of an elected member occurs from any cause, the vacancy may, in the case of an elected member be filled by the body possessing the power of election, by appointment; and the person so appointed shall hold office for the remainder of the term of the person in whose place he is appointed, but, in the case of members elected under clause 8(b), the appointment shall be made by the Board of Directors of the alumni association.

Minimum membership of board.
14 Notwithstanding any vacancies in the board, it, the board is legally constituted for all purposes so long as not fewer than 10 members of the board remain in office.

Chairman and vice-chairman.
15(1) The board shall elect one of its members to be chairman and another to be vice-chairman.

Duties of vice-chairman.
15(2) In case of the absence or disability of the chairman, or of there being a vacancy in the office of chairman, the vice chairman possesses all the powers and shall perform all the duties pertaining to the office of chairman.

Evidence of absence of chairman.
15(3) An entry in the minutes of the board recording the absence or disability of the chairman, or the existence of a vacancy in the office of chairman, is conclusive proof of the fact so recorded.

POWERS OF BOARD

Powers of board.
16(1) The board may exercise in the name of, and on behalf of, the university, and as the act and deed of the university, any or all of the powers, authorities and privileges, by this Act or any other Act conferred on the university as a body corporate, and, without in any manner limiting its full power and authority, the board may

(a) provide for the regulation and conduct of its meetings and proceedings, including the fixing of the quorum necessary for the transaction of business;

Vacance du poste d'un membre élu
13(2) L'organisme électif comble par voie de nomination la vacance du poste d'un membre élu, survenue par suite d'une cause quelconque. La personne ainsi nommée occupe son poste pendant le reste de la durée du mandat de la personne qu'elle remplace. Toutefois, dans le cas de membres élus en vertu de l'alinéa 8b), le conseil d'administration de l'"alumni association" fait la nomination.

Nombre minimum de membres
14 Le Conseil est légalement constitué à toutes fins, malgré toute vacance en son sein, dans la mesure où 10 membres au moins demeurent en poste.

Président et vice-président
15(1) Le Conseil élit en son sein un président et un vice-président.

Fonctions du vice-président
15(2) En cas d'absence ou d'empêchement du président ou de vacance de son poste, le vice-président possède les pouvoirs et fonctions du président.

Preuve de l'absence du président
15(3) L'inscription au procès-verbal du Conseil constatant soit l'absence ou l'empêchement du président, soit la vacance de son poste, constitue une preuve concluante des renseignements ainsi consignés.

POUVOIRS DU CONSEIL

Pouvoirs du Conseil
16(1) Le Conseil peut exercer, au nom et pour le compte de l'Université, et pour la lier, tous les pouvoirs, attributions et privilèges que la présente loi ou une autre loi confère à l'Université en sa qualité de personne morale. Sans préjudice de ses pouvoirs et attributions, il peut

a) pourvoir à la réglementation et à la tenue de ses réunions et de ses délibérations, ainsi qu'au quorum nécessaire pour celles-ci;

(b) subject to subsection (2), appoint the president, such vice-presidents as the board may deem advisable, the deans of all the faculties, the librarian, the comptroller, the registrar, the members of the academic staff, and all such officers, clerks, employees and servants, as the board may deem necessary, and fix their salaries or remuneration, and confer upon them such powers, and assign to them such duties, as the board may deem expedient, and fix their tenure of office or employment;

(c) fix and determine all fees and charges to be paid to the university;

(d) exercise disciplinary jurisdiction over the students of the university, with power to fine, suspend or expel;

(e) determine upon and provide for the establishment of, or the abolition of, or any changes in faculties, departments, chairs, lectureships, bursaries, scholarships, fellowships and prizes;

(f) make regulations fixing the time within which nominations of candidates for election as members of the board under clause 8(b) shall be submitted to the registrar, the method of nomination and voting, the time for holding the election, the manner of counting the votes and the qualifications of the electors, and make all such other regulations governing the nominations and elections as it may deem necessary or proper;

(g) appoint such committees as it may deem necessary and confer upon any of the committees power and authority to act for the board in and in relation to such matters as the board may deem expedient; and

(h) hear appeals from any decision of any officer, body or organization, of or in the university, by any person affected thereby, and decide finally upon all matters of university policy.

b) sous réserve du paragraphe (2), nommer le président, les vice-présidents que le Conseil juge nécessaires, les doyens de toutes les facultés, le bibliothécaire, le contrôleur, le registraire, les membres du personnel enseignant et tous les autres cadres, préposés, employés et commis que le Conseil juge nécessaires, fixer leurs traitements ou leurs rémunérations, leur conférer les pouvoirs et leur assigner les fonctions que le Conseil juge opportuns et déterminer la durée de leur mandat ou de leur emploi;

c) fixer les frais et les charges payables à l'Université;

d) discipliner les étudiants de l'Université et leur imposer des amendes, et suspendre ou renvoyer un étudiant;

e) décider de la création, de l'abolition ou de toute modification des facultés, départements, chaires, poste de maître assistant, bourses d'études, bourses d'excellence, bourses universitaires et prix;

f) prendre des règlements établissant le délai de soumission au registraire des nominations des candidats à l'élection comme membres du Conseil aux termes de l'alinéa 8b), les modes de nomination et de scrutin, la date du scrutin, la manière de compter les votes ainsi que les qualités requises des électeurs, et prendre tous autres règlements qu'il juge utiles ou nécessaires en ce qui concerne les nominations et les élections;

g) nommer les comités qu'il juge nécessaires et conférer à l'un d'entre eux le pouvoir d'agir pour le Conseil quant aux questions que celui-ci juge opportunes;

h) entendre les personnes intéressées qui interjettent appel de décisions prises par un dirigeant, un organisme ou une organisation faisant partie de l'Université ou oeuvrant en son sein et décider en dernier ressort de toutes les questions de politique de l'Université.

Dismissal of academic staff.

16(2) No member of the academic staff shall be dismissed except in accordance with the by-laws, rules and regulations of the board, and no amendment made to such by-laws, rules and regulations, that adversely affects the tenure of a member of the academic staff, takes effect until the

Congédiement d'un membre du personnel enseignant

16(2) Le congédiement des membres du personnel enseignant s'effectue conformément aux règlements administratifs, aux règles et aux règlements du Conseil. Les modifications à ceux ci qui portent atteinte à la permanence d'un membre

academic year following that in which the amendment was made, or until the end of the staff member's special appointment term, whichever is the later.

Plenary power without recommendation.
17 Where the power is given to the senate, or to any other body or person, to make recommendations to the board in relation to any matter, the board may, of its own motion and without any recommendation, exercise its plenary powers in relation to the matter.

Board to determine powers and duties of officers.
18 Where any question arises as to the powers or duties of convocation, the senate, the council, the chancellor, the president, or of any other officer or servant of the university or of any body therein, it shall be settled and determined by the board.

By-laws or resolutions of board.
19 The action of the board in any matter with which it may deal shall be by resolution or by by-law, as the board may determine; but it is not essential to the validity of any resolution or by-law that it be under the corporate seal of the university if it is authenticated in the manner prescribed by the board.

Execution of documents.
20 All transfers, deeds, mortgages and other instruments and documents to which the university is a party shall be deemed to be properly executed by the university if the corporate seal is affixed thereto, attested by the signatures of the chairman or vice-chairman of the board, and of the comptroller, or by the signatures of such other persons as the board may by resolution or by by-law appoint for that purpose.

Audit of accounts.
21 The Provincial Auditor shall audit the accounts of the university at least once a year, and make a written report thereon to the board and to the Lieutenant Governor in Council on or before October 1 next after the close of the fiscal year for which the audit is made.

du personnel enseignant ne peuvent entrer en vigueur avant le début de l'année universitaire qui suit celle au cours de laquelle la modification a été apportée, ou avant l'expiration du mandat confié à un membre du personnel enseignant au moyen d'une nomination spéciale, si cet événement est postérieur.

Pouvoir absolu sans recommandation
17 Le Conseil peut, de son propre chef et sans recommandation, exercer plein pouvoir relativement à toutes questions lorsque le Sénat, un autre organisme ou une autre personne est investi du pouvoir de lui faire des recommandations relativement à celles-ci.

Détermination des pouvoirs et fonctions des dirigeants
18 Le Conseil tranche les questions qui ont trait aux pouvoirs ou aux fonctions de l'assemblée des diplômés, du Sénat, du Conseil universitaire, du chancelier, du président ou de tout autre dirigeant ou employé de l'Université, ou d'un organisme de l'Université.

Règlements administratifs ou résolutions du Conseil
19 Dans toute affaire qui relève de sa compétence, le Conseil agit, selon qu'il le détermine, par résolution ou par règlement administratif. Le sceau corporatif n'est pas indispensable à la validité des résolutions ou des règlements administratifs s'ils sont attestés de la manière que prescrit le Conseil.

Passation des documents
20 Les instruments et documents auxquels l'Université est partie, notamment les transferts, les actes scellés et les hypothèques, sont réputés dûment passés par celle-ci, si le sceau corporatif y est apposé, attesté par les signatures du président ou du vice-président du Conseil, ainsi que du contrôleur, ou par celles des autres personnes que le Conseil nomme à cette fin par résolution ou par règlement administratif.

L.R.M. 1987, corr.

Vérification des comptes
21 Le vérificateur de la province vérifie les comptes de l'Université au moins une fois par année et prépare à cet effet un rapport écrit qu'il présente au Conseil et au lieutenant-gouverneur en conseil au plus tard le 1er octobre qui suit immédiatement la fin de l'exercice visé par la vérification.

Annual report.
22(1) The board shall make an annual report to the Lieutenant Governor in Council, in which shall be set forth in detail the receipts and expenditures for the next preceding fiscal year, the investments as they stood at the end of the year, and such other particulars as the Lieutenant Governor in Council may require.

Report sent to minister.
22(2) The report shall, on or before December 1 next after the close of the fiscal year for which it is made, be sent to the Minister of Education, who shall lay it and the report of the Provincial Auditor before the Legislative Assembly within the first 15 days of the next ensuing session.

Members to receive no remuneration.
23 No member of the board of governors shall as such receive any salary or emolument; but the board may authorize the payment of actual expenses of the members of the board while attending meetings or while engaged in work for the university.

Removal of members of board.
24 The Lieutenant Governor in Council may, for cause, remove from office any appointed member of the board and, upon the recommendation of the board, any elected member thereof.

THE SENATE

Senate continued.
25 The Senate of The University of Manitoba is continued as the academic body of the university.

Membership of senate.
26(1) The senate shall be composed of
(a) the president;
(b) the chancellor;
(c) the vice-presidents of the university;
(d) the dean of each faculty of the university;
(e) the director of each school of the university having a school council;
(f) the Director of Extension of the university or, if none, the officer exercising comparable functions;

Rapport annuel
22(1) Le Conseil prépare un rapport annuel qu'il présente au lieutenant-gouverneur en conseil, dans lequel il indique en détail les recettes et les dépenses du dernier exercice, les placements, tels qu'ils étaient inscrits à la fin de l'exercice, et les autres précisions qu'exige le lieutenant-gouverneur en conseil.

Envoi du rapport au ministre
22(2) Le rapport est envoyé au ministre de l'Éducation au plus tard le 1er décembre qui suit immédiatement la fin de l'exercice visé par le rapport. Dans un délai de 15 jours suivant le début de la session suivante, le ministre de l'Éducation présente à l'Assemblée législative le rapport du Conseil et le rapport du vérificateur de la province.

Non-rémunération des membres
23 Les membres du Conseil des gouverneurs ne reçoivent pas à ce titre de rétribution. Toutefois, le Conseil peut autoriser le paiement des dépenses réelles que les membres du Conseil ont engagées pour assister à des réunions ou à l'occasion d'un travail effectué pour l'Université.

Destitution des membres
24 Le lieutenant-gouverneur en conseil peut, pour un motif déterminé, destituer de son poste au sein du Conseil tout membre nommé et, sur recommandation du Conseil, tout membre élu.

SÉNAT

Prorogation du Sénat
25 Est prorogé le Sénat de l'Université du Manitoba.

Composition du Sénat
26(1) Le Sénat se compose des membres suivants :
a) le président;
b) le chancelier;
c) les vice-présidents de l'Université;
d) le doyen de chaque faculté de l'Université;
e) le directeur de chaque école de l'Université qui a un conseil d'école;
f) le directeur du service de l'Éducation permanente de l'Université ou, à défaut, le dirigeant qui exerce des fonctions comparables;

Appendix A

UNIVERSITIES ESTABLISHMENT ACT

CHAPTER U40

THE UNIVERSITIES ESTABLISHMENT ACT

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of Manitoba, enacts as follows:

Establishment of universities.

1 The Lieutenant Governor in Council may, of his own volition, or upon petition in writing from a college mentioned in section 56 of The University of Manitoba Act, establish that college as a university to be continued as a body corporate under such name as may be set out in the order in council.

Corporate powers.

2 A university established under this Act may,

(a) establish and maintain such colleges, schools, institutes, faculties, departments, chairs, and courses of instruction, as to the board of governors, may seem meet;

(b) give instruction and training in all branches of knowledge and learning, including physical instruction and training;

(c) grant degrees, including honorary degrees, diplomas and certificates of proficiency;

(d) provide facilities for the prosecution of original research in every branch of knowledge and learning and conduct and carry on such research work; and

(e) generally, promote and carry on the work of a university in all its branches.

CHAPITRE U40

LOI SUR LA FONDATION DES UNIVERSITÉS

SA MAJESTÉ, sur l'avis et du consentement de l'Assemblée législative du Manitoba, édicte :

Fondation des universités

1 Le lieutenant-gouverneur en conseil peut, de sa propre initiative ou sur demande écrite d'un collège mentionné à l'article 56 de la Loi sur l'Université du Manitoba, fonder ce collège en université et le proroger comme personne morale sous le nom que peut énoncer le décret.

Pouvoirs corporatifs

2 Une université fondée en application de la présente loi peut :

a) créer et maintenir les collèges, écoles, instituts, facultés, départements, chaires et cours d'enseignement que le conseil des gouverneurs peut juger indiqués;

b) dispenser un enseignement et une formation dans tous les domaines des connaissances et dans toutes les disciplines, y compris l'éducation physique;

c) décerner des grades, y compris des grades honorifiques, des diplômes et des certificats d'aptitude;

d) fournir des installations permettant de se livrer à des recherches inédites dans tous les domaines des connaissances et dans toutes les disciplines de même que diriger et entreprendre ces travaux de recherche;

e) d'une façon générale, promouvoir et diriger les travaux d'une université dans tous les domaines.

Power with respect to property.

3 In addition to the powers, rights, and privileges, conferred upon and vested in corporations by The Interpretation Act, a university established under this Act may,

(a) acquire, take, accept, and receive by grant, purchase, lease, gift, devise, bequest, or otherwise howsoever, any and all property, both real and personal, of every nature and kind whatsoever, as the board may deem advisable for the purposes of a university established under this Act, and for such uses and purposes possess, hold, and use and enjoy it;

(b) sell, exchange, lease, mortgage, hypothecate, pledge, or otherwise deal with or dispose of, all or any of its real or personal property and any right, title, or interest, it may have in, to, or out of it, and make and execute all instruments and documents and do all acts, matters, or things, requisite or necessary to carry the same into effect;

(c) invest all or any sums of money belonging to it, or held by it in trust, in any investment in which The University of Manitoba is permitted to invest;

(d) acquire, take, and hold, all property, both real and personal, that is bona fide mortgaged, hypothecated, or pledged, to it by way of security, or conveyed to it in satisfaction of debts previously contracted, or purchased at judicial sales upon levy for the indebtedness, or otherwise purchased or acquired for the purpose of avoiding or reducing a loss to the university in respect thereof or of the owner thereof;

(e) erect and construct all such buildings as the board may deem necessary or convenient for the purposes of the university, lay out grounds for any university purposes, maintain and keep in proper order and condition, and alter, repair, renovate, and improve, all such grounds and all university buildings, with their appurtenances, and expend the money required for any of those purposes, and for the furnishing and equipment of university buildings;

(f) borrow all sums of money that may, in any year, be required to meet the ordinary expenditures of the university until the revenues for the then current fiscal year are available; and, with the approval of the Lieutenant Governor in Council, borrow money for any other purpose;

Pouvoirs relatifs aux biens

3 En plus des pouvoirs, droits et privilèges conférés et dévolus aux corporations par la Loi d'interprétation, une université créée en application de la présente loi peut :

a) acquérir, prendre, accepter et recevoir par voie de concession, d'achat, de location, de donation, de legs ou de transfert de toute sorte, tout bien réel ou personnel, de quelque nature que ce soit, que le conseil peut juger utile pour les fins de l'université créée en application de la présente loi et le posséder, détenir, utiliser et en avoir la jouissance pour ces usages et ces fins;

b) vendre, échanger, louer, hypothéquer, affecter en garantie ou donner en gage tous ses biens réels ou personnels, droits, titres de propriété ou intérêts dans ou sur ceux-ci ou faire toutes autres opérations à leur égard, établir et passer tous les instruments et documents et accomplir tout ce qui est requis ou nécessaire pour leur donner effet;

c) investir l'ensemble ou une partie des fonds qui lui appartiennent ou qu'elle détient en fiducie dans le même genre de placements que l'Université du Manitoba est autorisée à effectuer;

d) acquérir, prendre et détenir tous les biens réels et personnels qui ont été hypothéqués, affectés en garantie ou donnés en gage de bonne foi en sa faveur par voie de sûreté, ou qui ont été, selon le cas, transférés en sa faveur en règlement de dettes contractées antérieurement, achetés à des ventes en justice à la suite d'une saisie en recouvrement de ces dettes ou qui ont été achetés ou acquis d'une autre manière afin d'éviter ou de réduire une perte à l'université ou au propriétaire relativement à ces dettes;

e) construire tous les bâtiments que le conseil peut juger nécessaires ou utiles pour les fins de l'université, aménager des terrains pour n'importe quelle fin de l'université, entretenir et conserver en bon état, modifier, réparer, rénover, améliorer tous ces terrains, les bâtiments de l'université et leurs dépendances et dépenser l'argent nécessaire pour l'une quelconque de ces fins et pour meubler et équiper les bâtiments de l'université;

f) emprunter toutes les sommes d'argent qui peuvent, au cours d'une année, être requises pour faire face aux dépenses courantes de l'université jusqu'à ce que les revenus, pour l'exercice courant, soient disponibles et, avec le consentement du lieutenant-gouverneur en conseil, contracter des emprunts pour toute autre fin;

(g) draw, make, accept, endorse, execute, and issue promissory notes, bills of exchange, bills of lading, warrants, and other negotiable or transferable instruments;

(h) enter into any arrangement with any authorities, public, private, governmental, municipal, local, or otherwise, that the board may deem conducive to the attainment of the purposes and objects of the university, or any of them, and obtain from any such authority any rights, privileges, and concessions, that the board may think it desirable to obtain, and carry out, exercise, and comply with, any such arrangements, rights, privileges, and concessions;

(i) with the approval of the Lieutenant Governor in Council, enter into any arrangement with any governmental authority in Canada with respect to affording assistance to any college or university outside Canada by means of supplying teaching staff, supervising staff, or otherwise, subject only to the arrangement providing for indemnification by such authority of any financial outlay made by the university pursuant to such arrangements;

(j) purchase or otherwise acquire any invention or any interest therein, or any rights in respect thereof, or any secret or other information as to any invention and apply for, purchase, or otherwise acquire, any patents, interest in patents, licences, and the like, conferring any exclusive or non-exclusive or limited right to make or use or sell any invention or inventions, and use, exercise, develop, dispose of, assign, or grant licences in respect of, or otherwise turn to account the property rights or information so acquired; and generally possess, exercise, and enjoy, all the rights, powers, privileges, that the owner of an invention or any rights in respect thereof, that the owner of a patent of invention or of any rights thereunder, may possess, exercise, and enjoy;

(k) apply for, purchase, or otherwise acquire, any trade marks or trade names, and the like or any interest therein, and use, dispose of, assign, or otherwise turn to account, the trade marks, trade names, and interests, so acquired, and generally possess, exercise, and enjoy, all the rights, powers, and privileges, that the owner of a trade mark or trade name or the like may possess, exercise, and enjoy;

g) tirer, souscrire, accepter, endosser, signer et émettre des billets à ordre, des lettres de change, des connaissements, des warrants et autres effets négociables ou transférables;

h) conclure des ententes avec les autorités publiques, privées, gouvernementales, municipales, locales ou autres, que le conseil peut juger favorables à la réalisation des fins et des objets de l'université, obtenir de ces autorités les droits, privilèges et concessions que le conseil peut juger souhaitables d'obtenir et exécuter, exercer et respecter ces ententes, ces droits, ces privilèges et ces concessions;

i) conclure, avec l'approbation du lieutenant-gouverneur en conseil, des ententes avec toute autorité gouvernementale au Canada pour aider un collège ou une université à l'extérieur du Canada, en fournissant du personnel enseignant, du personnel de direction ou tout autre personnel, sous réserve seulement de l'entente prévoyant le remboursement par cette autorité des mises de fonds effectuées par l'université conformément à ces ententes;

j) acheter ou acquérir de toute autre manière des inventions ou des intérêts ou droits dans celles-ci, des secrets ou tous autres renseignements sur des inventions, demander, acheter ou acquérir de toute autre manière des brevets, des intérêts dans des brevets, des licences et des choses semblables, qui confèrent un droit exclusif, non exclusif ou limité de faire, d'utiliser ou de vendre une ou des inventions et utiliser, exercer, développer, aliéner ou céder les droits de propriété ou les renseignements ainsi acquis, en tirer profit de toute autre manière ou accorder des licences sur ceux-ci, et en général, posséder, exercer tous les droits, pouvoirs et privilèges et jouir de tous les droits, pouvoirs et privilèges que le propriétaire d'une invention, d'un brevet d'invention ou de droits dans cette invention ou ce brevet peut posséder, exercer et dont il peut jouir;

k) demander, acheter ou acquérir de toute autre manière, des marques de commerce, des appellations commerciales et des choses semblables, ou des intérêts dans ceux-ci, les utiliser, aliéner, céder ou en tirer profit de toute autre manière, et en général, posséder, exercer tous les droits, pouvoirs et privilèges et jouir de tous les droits, pouvoirs et privilèges que le propriétaire d'une marque de commerce, d'une appellation commerciale ou d'une chose semblable peut posséder, exercer et dont il peut jouir;

(l) apply for, purchase, or otherwise acquire, any copyright or like right or any interest therein or right thereunder, and use, exercise, develop, dispose of, assign, or grant licences in respect of, or otherwise turn to account, any copyright or like right or any interest or right so acquired; and generally possess, exercise, and enjoy, all the rights, powers, and privileges, that the owner of a copyright or like right or of any interest therein or right thereunder may possess, exercise, and enjoy;

(m) enter into agreements with any incorporated society or association in the province for the establishment and maintenance of a joint system of instruction;

(n) enter into agreements with any incorporated society or association in the province that has power to prescribe examinations for admission to, or registration upon the roll of, the society or association, conduct the examinations, report the results thereof, prescribe courses of study therefor, and conduct classes of instruction in connection therewith.

(o) enter into agreements with any incorporated college or university for the instruction of students registered in the college in one or more of the faculties of the university, the conduct of the examination of the students in courses taken in a faculty of the university, and the use of the facilities of the university by those students;

(p) provide for representation on the senate of any faculty or school hereafter established in the university, and fix the number of representatives;

(q) pay money, directly or indirectly, as contributions towards pensions, annuities, retiring allowances, and gratuities, for employees of the university upon such terms and conditions as the board may from time to time prescribe;

(r) select and make use of a coat of arms and crest for the university;

(s) to do all such other things as the board may think incidental or conducive to the attainment of the purposes and objects and the exercise of the powers of the university.

l) demander, acheter ou acquérir de toute autre manière des droits d'auteur ou des droits semblables ou des intérêts ou droits dans ceux-ci, les utiliser, exercer, développer, aliéner, céder, accorder des licences sur ceux-ci ou en tirer profit de toute autre manière, et en général, posséder, exercer tous les droits, pouvoirs et privilèges et jouir de tous les droits, pouvoirs et privilèges que le propriétaire d'un droit d'auteur, d'un droit semblable ou d'un intérêt, ou d'un droit dans ceux-ci, peut posséder, exercer et dont il peut jouir;

m) conclure des ententes avec des sociétés ou associations constituées en corporation dans la province pour la création et le maintien d'un système conjoint d'enseignement;

n) conclure des ententes avec des sociétés ou associations constituées en corporation dans la province, qui ont le pouvoir de prescrire des examens d'admission ou d'inscription aux tableaux de ces sociétés ou de ces associations, de tenir ces examens, de communiquer les résultats de ces examens, de prescrire la scolarité requise pour passer ces examens et de tenir les cours d'enseignement relatifs à ceux-ci;

o) conclure des ententes avec des collèges ou universités constitués en corporation en ce qui concerne l'enseignement aux étudiants inscrits à ces collèges, dans une ou plusieurs facultés de ces universités, ainsi qu'en ce qui concerne la tenue des examens des étudiants dans les cours suivis dans une faculté de l'université et l'utilisation des installations de l'université par ces étudiants;

p) pourvoir à la représentation au sénat des facultés ou écoles créées à l'université après l'entrée en vigueur de la présente loi et fixer le nombre de leurs représentants;

q) verser, directement ou indirectement, des contributions pour les pensions, rentes, allocations de retraite et gratifications des employés de l'université selon les modalités et conditions que le conseil peut prescrire;

r) choisir et utiliser les armoiries et le timbre de l'université;

s) faire toute autre chose que le conseil peut juger accessoire ou favorable à la réalisation des fins et des objets de l'université et à l'exercice des pouvoirs de celle-ci.

Assets and liabilities.

4 Where a college is established as a university under this Act,

(a) all property, real or personal, rights, credits and causes of action, and all interests therein, belonging to or standing in the name of the college immediately prior to the establishment of the university, or to which the college may thereafter become entitled, continue to be vested in, or become the property, rights, credits, or causes of action, of, the university and may, without any further act, conveyance, or documents, other than this Act, be transmitted to and placed in the name of the university;

(b) the university may exercise all the powers, rights and privileges which the college could have exercised immediately prior to the establishment of the university; and

(c) all debts, liabilities and charges of every kind and description of and against the college immediately prior to the establishment of the university continue as debts, liabilities and charges of or against the university.

Repeal of Acts of incorporation.

5 On the date of establishment of a college as a university under this Act, the Act of the Legislature incorporating the college, and any Act incorporating any predecessor of the college whose incorporation was continued as or merged with the college, is repealed; but the Lieutenant Governor in Council may grant to or impose on the university any power, right, privilege, limitation or restriction, granted to or imposed on the college by any such Act.

Appointment of board.

6 The order in council establishing a university under this Act shall

(a) provide for the nomination and the appointment of a board of governors for the university;

(b) set out the qualifications of persons eligible for appointment to the board;

(c) fix the term of office of members of the board;

(d) provide for the filling of vacancies on the board;

Actif et passif

4 Lorsqu'un collège est constitué en université en application de la présente loi :

a) tous les biens réels et personnels, les droits, les crédits, les causes d'action, et tous les intérêts dans ceux-ci, qui appartiennent au collège ou qui sont en son nom immédiatement avant la création de l'université ou auxquels le collège peut ultérieurement avoir droit, demeurent dévolus à l'université ou deviennent les biens, les droits, les crédits ou les causes d'action de l'université et peuvent, sans autre instrument, acte de transfert ou document que la présente loi, être transmis à l'université et être portés à son nom;

b) l'université peut exercer tous les pouvoirs, droits et privilèges que le collège pouvait exercer immédiatement avant la création de l'université;

c) toutes les dettes, obligations et charges de toute sorte du collège immédiatement avant la création de l'université passent à celle-ci.

Abrogation des lois de constitution en corporation

5 À compter de la date de constitution d'un collège en université conformément à la présente loi, la loi de la Législature qui constitue le collège en corporation ainsi que toute loi qui constitue en corporation le prédécesseur du collège, dont la constitution en corporation avait été prorogée ou fusionnée avec celle du collège, sont abrogées. Toutefois, le lieutenant-gouverneur en conseil peut accorder à l'université tout pouvoir, droit ou privilège ou lui imposer toute limitation ou restriction qu'une telle loi accordait ou imposait au collège.

Nomination du conseil

6 Le décret qui crée une université en application de la présente loi :

a) pourvoit à la désignation et à la nomination d'un conseil des gouverneurs pour l'université;

b) énonce les conditions requises pour être admissible à une nomination au conseil;

c) détermine la durée du mandat des membres du conseil;

d) pourvoit à la manière de combler les vacances au sein du conseil;

(e) set out the powers and duties of the board generally;
(f) provide for the remuneration of the members of the board;
(g) provide for the appointment of a president, chancellor and other officers of the university;
(h) provide for the appointment and composition of an academic body of the university as a senate of the university;
(i) provide for the appointment of the presiding and other officers of the senate;
(j) fix the term of office of members of the senate;
(k) provide for the filling of vacancies on the senate;
(l) set out the powers and duties of the senate generally;
(m) fix the term of office of the chancellor and set out his powers and duties generally; and
(n) fix the fiscal year of the university.

Convocation.
7 Convocation shall consist of the president, the chancellor, the members of the board of governors, the members of the senate, and all the graduates of the university.

Powers of convocation.
8 Convocation may
(a) provide for the regulation and conduct of its meetings and proceedings;
(b) elect a member to serve as presiding officer in the absence of the president; and
(c) consider all questions affecting the interests and well-being of the university, and make representations thereon to the board or to the senate.

Annual meeting.
9 The regular annual meeting of convocation shall be held on the day fixed by the senate for the annual public conferring of degrees immediately at the close of the meeting at which the degrees are conferred.

Other meetings.
10 Convocation shall also meet at such times and places, and on such notice, as may be fixed by convocation by regulation in that behalf, and when convened by the president.

e) énonce les pouvoirs et fonctions du conseil en général;
f) pourvoit à la rémunération des membres du conseil;
g) pourvoit à la nomination du recteur, du chancelier et des autres dirigeants de l'université;
h) pourvoit à la nomination et à la composition d'un organisme de l'université à titre de sénat de celle-ci;
i) pourvoit à la nomination du président et des autres dirigeants du sénat;
j) détermine la durée du mandat des membres du sénat;
k) pourvoit à la manière de combler les vacances au sein du sénat;
l) énonce les pouvoirs et les fonctions du sénat en général;
m) détermine la durée du mandat du chancelier et énonce ses pouvoirs et fonctions en général;
n) détermine l'exercice de l'université.

Assemblée des diplômés
7 L'assemblée des diplômés est constituée du recteur, du chancelier, des membres du conseil des gouverneurs, des membres du sénat et de tous les diplômés de l'université.

Pouvoirs de l'assemblée des diplômés
8 L'assemblée des diplômés peut :
a) pourvoir à la réglementation et à la tenue de ses réunions et de ses délibérations;
b) élire un membre chargé de présider les réunions en l'absence du recteur;
c) examiner toutes les questions qui touchent les intérêts et l'essor de l'université et présenter au conseil ou au sénat des recommandations à ce sujet.

Réunion annuelle
9 La réunion annuelle ordinaire de l'assemblée des diplômés se tient le jour fixé par le sénat pour la cérémonie annuelle publique de la collation des grades. Elle a lieu immédiatement après cette cérémonie.

Autres réunions
10 L'assemblée des diplômés se réunit également aux dates, heures et lieux et sur l'avis qu'elle peut fixer par règlement pris à cet égard ainsi que sur convocation du recteur.

Presiding officer at convocation
11(1) The president, or the person elected under clause 8(b), shall be the presiding officer at all meetings of convocation.

Clerk and secretary
11(2) The registrar shall be the clerk and secretary of convocation.

Minutes
12 A true copy of the minutes of the proceedings of every meeting of convocation shall be transmitted without unnecessary delay to the board and to the senate.

Vice-chancellor
13 The president of a university established under this Act is, ex officio, vice-chancellor, thereof, and in case of the absence or disability of the chancellor, or of there being a vacancy in the office of chancellor, the vice-chancellor possesses all the powers and shall perform all the duties pertaining to the office of chancellor.

Restriction on compulsory religious examinations
14 A university established under this Act shall not impose on any person any compulsory religious examination or test, or cause or suffer to be done anything that would render it necessary or advisable, with a view to academical success or distinction, that any person should pursue the study of any materialistic or sceptical system of logic or mental or moral philosophy.

Examinations either in English or French
15 The examination for any degree to be conferred by a university established under this Act may be answered by the candidate in either the English or French language.

Limitation of liability of members
16(1) No member of the board of a university established under this Act is personally liable for any loss or damage suffered by any person by reason of anything in good faith done or omitted to be done by that member of the board in the execution of his office or pursuant to, or in the exercise or supposed exercise of, the powers given to the board or to any member thereof.

Président de l'assemblée des diplômés
11(1) Le recteur ou la personne élue en application de l'alinéa 8b) préside toutes les réunions de l'assemblée des diplômés.

Greffier et secrétaire
11(2) Le registraire est le greffier et le secrétaire de l'assemblée des diplômés.

Procès-verbaux
12 Une copie conforme du procès-verbal de chaque réunion de l'assemblée des diplômés est transmise sans retard inutile au conseil et au sénat.

Vice-chancelier
13 Le recteur d'une université créée en application de la présente loi est d'office vice-chancelier de l'université. En cas d'absence ou d'empêchement du chancelier ou de vacance de son poste, le vice-chancelier assume le poste de chancelier.

Interdiction des examens de religion obligatoires
14 Une université créée en application de la présente loi ne peut imposer à une personne un examen ou une épreuve obligatoire de sciences religieuses ou faire faire ou tolérer qu'on fasse quoi que ce soit qui rendrait nécessaire ou utile, aux fins d'une réussite ou d'une distinction universitaires, qu'une personne étudie un système matérialiste ou sceptique de logique, de philosophie de l'esprit ou de philosophie morale.

Examens en anglais ou en français
15 Le candidat à un examen pour l'obtention d'un grade décerné par une université créée en application de la présente loi peut y répondre en français ou en anglais.

Immunité des membres
16(1) Nul membre du conseil d'une université créée en application de la présente loi ne répond personnellement d'un préjudice subi par quiconque du fait d'un acte ou d'une omission qu'il a commis de bonne foi dans l'exécution de ses fonctions ou dans l'exercice effectif ou présumé des pouvoirs qui lui sont conférés ou qui sont conférés au conseil.

Expropriation prohibited
16(2) No expropriation proceedings in respect of any real property vested in a university established under this Act shall be taken by any person other than the Crown.

Limitation of liability of university
16(3) No action or proceedings shall be brought against a university in respect of any act or omission of a member of the board thereof unless the act or omission would, apart from this section, have given rise to a cause of action against that member.

University or board not liable for acts of students
17 Neither a university established under this Act, nor the board, nor the senate, nor any member of the board or senate, of the university, nor any officer or servant of the university, is liable by reason of any act or omission of them, or of any of them, in respect of any activity of students or on account of any act or omission of any student or students.

18 Repealed, S.M. 1989-90, c. 24, s. 94.

Corporations Act does not apply
19 The Corporations Act does not apply to a university established under this Act.

Interdiction d'expropriation
16(2) Seule la Couronne peut engager des procédures d'expropriation d'un bien réel dévolu à une université créée en application de la présente loi.

Immunité de l'université
16(3) Une action ou une procédure ne peut être intentée contre une université pour un acte ou une omission d'un membre du conseil que dans le cas où l'acte ou l'omission, n'eût été le présent article, aurait donné naissance à une cause d'action contre ce membre.

Responsabilité pour les actes des étudiants
17 L'université créée en application de la présente loi, le conseil, le sénat, un membre du conseil ou du sénat de cette université, un dirigeant ou un employé de l'université ne répondent pas de leurs actes ou omissions ou d'un acte ou d'une omission de l'un d'eux relativement aux activités ou aux actes ou omissions des étudiants.

18 Abrogé, L.M. 1989-90, c. 24, art. 94.

Loi sur les corporations
19 La Loi sur les corporations ne s'applique pas à une université créée en application de la présente loi.

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Appendix A

Brandon University Establishment Regulation: Section 11

Chairman and vice-chairman
7 The board shall elect annually one of its [illegible] number to be chairman and one to be vice-chairman of the board.

Vacancies on the board
8(1) Where a vacancy occurs due to death, resignation or other cause, a successor may be elected or appointed to complete the unexpired term and the election or appointment shall be made in the same manner as was required for the original election or appointment.

8(2) Notwithstanding subsection (1) if the position of an elected member remains vacant for more than six months because of neglect to elect a successor the Lieutenant Governor in Council may appoint a successor with the required qualifications.

Remuneration and expenses
9(1) No member of the board may receive remuneration for his or her services as a member, but the president and the representatives elected by the senate may be paid their regular salaries for employment with the university.

9(2) Out-of-pocket travelling and living expenses may be paid to a member by the board for attendance at board meetings or for travel on the board's business.

Quorum
10 A quorum shall consist of a majority of those members appointed to the Board save and except those, who by Board approval, are on a leave of absence and who shall not be considered as comprising part of the appointed membership.

Powers of board
11(1) The board may exercise the powers set out for a university in section 3 of The Universities Establishment Act and in addition it shall

(a) set fees and charges for instruction in all courses and for all services offered by the university;

(b) engage academic and other staff as may be required, set salaries and honoraria, prescribe the duties of any member of the staff and determine conditions of employment;

(c) make by-laws governing the procedure to be observed at its meetings or in the conduct of its business;

(d) determine the administrative and academic organization of the university;

(e) establish committees of the board for the conduct of its business including an executive committee, and assign their functions, powers and duties; and

Président et vice-président
7 Le conseil des gouverneurs procède chaque année à l'élection, parmi ses membres, d'un président et d'un vice-président.

Vacances au conseil des gouverneurs
8(1) Si une vacance survient en raison d'un décès, d'une démission ou d'une autre cause, un remplaçant peut être élu ou nommé pour le reste du mandat, et l'élection ou la nomination doit être faite de la même manière que l'élection ou la nomination initiale.

8(2) Indépendamment du paragraphe (1), si un poste de membre élu n'est pas comblé pendant plus de six mois en raison de l'omission d'élire un remplaçant, le lieutenant-gouverneur en conseil peut nommer un remplaçant ayant les qualités requises.

Rémunération et frais
9(1) Aucun membre du conseil des gouverneurs ne peut être rémunéré à titre de membre. Toutefois, le président et les représentants élus par le conseil de l'Université peuvent recevoir le salaire que leur procure normalement leur emploi à l'Université.

9(2) Les frais de déplacement et les frais de subsistance peuvent être remboursés à un membre du conseil des gouverneurs si ces frais sont liés à la présence du membre aux réunions du conseil ou à des déplacements faits pour le compte du conseil.

Quorum
10 Le quorum est constitué par la majorité des membres nommés au conseil des gouverneurs, à l'exception de ceux qui, avec l'approbation du conseil, sont en congé et ne sont pas considérés comme étant des membres nommmés.

Pouvoirs du conseil des gouverneurs
11(1) Le conseil des gouverneurs peut exercer les pouvoirs énoncés à l'article 3 de la Loi sur la fondation des universités et il exerce en outre les pouvoirs suivants :

a) il fixe les droits et les frais relatifs aux cours donnés par l'Université et aux services offerts par elle;

b) il engage le personnel enseignant et les autres employés nécessaires, fixe les salaires et les honoraires, définit les fonctions des membres du personnel et fixe les conditions d'emploi;

c) il prend des règlements relatifs au fonctionnement du conseil ou à la procédure à observer pendant ses réunions;

d) il définit l'organisation de l'Université;

e) il constitue des comités de fonctionnement, dont un bureau, et il définit les fonctions et les pouvoirs de ces comités;

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(f) make by-laws respecting membership in the university, and without limiting the generality of the foregoing, prescribing qualifications of members and establishing classes of members.

11(2) The board shall make an annual report to the Lieutenant Governor in Council, in which shall be set forth in detail the receipts and expenditures for the preceding fiscal year, the investments as they stood at the end of the year, and such other particulars as the Lieutenant Governor in Council may require.

11(3) The report shall, on or before December 1 next after the close of the fiscal year for which it is made, be sent to the Minister of Education, who shall lay it and the report of the auditor appointed under section 16 before the Legislative Assembly forthwith, if it is then in session, and if not, then within 15 days of the commencement of the next ensuing session of the Assembly.

Appointment of president

12(1) The board shall appoint the president of the university and prescribe his or her tenure of office and the remuneration to be paid to him or her.

12(2) The president shall be the chief executive officer of the university.

12(3) The president has the general supervision over, and direction of, the operation of the university, including

(a) the academic work of the university;

(b) the instructional staff of the university, including the deans of all the faculties; and

(c) the officers and employees of the university who are not members of the instructional staff.

12(4) The president shall perform such other duties and functions and exercise such other powers as may be assigned to him or her by the board or by the Lieutenant Governor in Council.

Chancellor

13(1) The chancellor of the university shall be elected by the senate and shall hold office for three years or until his or her successor is elected and is eligible for re-election.

13(2) The chancellor shall be the titular head of the university and in addition to any other functions set out herein he or she shall confer all degrees of the university.

14(1) There shall be a senate of the university which shall be composed of

(a) the chancellor;

(b) the president;

f) il prend des règlements relatifs aux membres de l'Université, notamment au chapitre des conditions requises pour les membres et des classes de membres.

11(2) Le conseil des gouverneurs présente au lieutenant-gouverneur en conseil un rapport annuel détaillé portant sur les recettes et les dépenses de l'exercice précédent ainsi que sur les placements en vigueur à la fin de l'exercice et contenant les autres précisions demandées par le lieutenant-gouverneur en conseil.

11(3) Le rapport est remis au ministre de l'Éducation au plus tard le 1er décembre suivant la fin de l'exercice visé par le rapport, et le ministre dépose à l'Assemblée législative le rapport annuel et le rapport du vérificateur nommé en vertu de l'article 16, immédiatement si l'Assemblée est en session ou, si ce n'est pas le cas, dans les quinze jours suivant le début de la session suivante.

Nomination du président

12(1) Le conseil des gouverneurs nomme le président de l'Université et fixe la durée de son mandat et la rémunération qui lui sera versée.

12(2) Le président est le directeur général de l'Université.

12(3) Le président dirige l'Université, notamment :

a) les activités universitaires de l'Université;

b) le personnel enseignant de l'Université, y compris les doyens des facultés;

c) les cadres et les employés de l'Université qui ne font pas partie du personnel enseignant.

12(4) Le président exerce les autres fonctions et les autres pouvoirs qui lui sont attribués par le conseil des gouverneurs ou par le lieutenant-gouverneur en conseil.

Chancelier

13(1) Le chancelier de l'Université est élu par le conseil de l'Université et occupe ses fonctions pendant trois ans ou jusqu'à l'élection de son remplaçant, et il peut être réélu.

13(2) Le chancelier est le chef nominal de l'Université et, en plus d'exercer les fonctions énoncées dans le présent règlement, il décerne tous les diplômes de l'Université.

14(1) Le conseil de l'Université est composé des membres suivants :

a) le chancelier;

b) le président;

Appendix A

University of Winnipeg Establishment Regulation: Section 11

6(2) Where the board advises the general council that in its opinion a member appointed under clause 4(e) is, for any reason, no longer capable of acting as a member or of fulfilling his or her duties, the general council may terminate the appointment of the member.

6(3) Where the board advises the Lieutenant Governor in Council that in its opinion a member appointed under clause 4(f) is, for any reason, no longer capable of acting as a member or of fulfilling his or her duties, the Lieutenant Governor in Council may terminate the appointment of the member.

6(4) If at any time after his or her first year of office a member has been absent without permission of the board recorded in its minutes for more than 40% of the meetings since taking office, his or her seat may be declared vacant and if such action is taken a successor shall be appointed or elected to complete his or her term of office.

Chairman, vice-chairman and comptroller

7 The board shall elect annually one of its own number to be chairman and one to be vice-chairman of the board; and the university secretary shall be secretary of the board.

Vacancy on board

8(1) On the occurrence of a vacancy due to death, resignation or other cause, a successor may be elected or appointed to complete the unexpired term, and the election or appointment shall be made in the same manner as was required for the original election or appointment.

8(2) Notwithstanding subsection (1) if the position of an elected member remains vacant for more than six months because of neglect to elect a successor the Lieutenant Governor in Council may appoint a successor with the required qualifications.

Remuneration and expenses

9(1) No member of the board may receive remuneration for his or her services as a member, but the president and the representatives elected by the senate may be paid their regular salaries for employment with the university.

9(2) Out-of-pocket travelling and living expenses may be paid to a member by the board for attendance at board meetings or for travel on the board's business.

Quorum

10 Fifteen members of the board present at a meeting of the board shall constitute a quorum.

Powers of board

11(1) The board may exercise the powers set out for a university in section 3 of The Universities Establishment Act, and in addition it may

(a) set fees and charges for instruction in all courses and for all services offered by the university;

6(2) Le conseil général peut révoquer la nomination d'un membre visé à l'alinéa 4e) si le conseil d'administration lui indique être d'avis que le membre n'est plus en mesure d'exercer ses fonctions.

6(3) Le lieutenant-gouverneur en conseil peut révoquer la nomination d'un membre visé à l'alinéa 4f) si le conseil d'administration lui indique être d'avis que le membre n'est plus en mesure d'exercer ses fonctions.

6(4) Si un membre en fonction depuis au moins un an a été absent à plus de 40 % des réunions tenues depuis son entrée en fonction sans avoir obtenu la permission du conseil d'administration attestée par le procès-verbal, son poste peut être déclaré vacant et, le cas échéant, un remplaçant est nommé ou élu pour le reste du mandat.

Président, vice-président et secrétaire

7 Le conseil d'administration procède chaque année à l'élection, parmi ses membres, d'un président et d'un vice-président, et le secrétaire de l'Université est d'office le secrétaire du conseil d'administration.

Vacances au conseil d'administration

8(1) Si une vacance survient en raison d'un décès, d'une démission ou d'une autre cause, un remplaçant peut être élu ou nommé pour le reste du mandat, et l'élection ou la nomination doit être faite de la même manière que l'élection ou la nomination initiale.

8(2) Indépendamment du paragraphe (1), si un poste de membre demeure vacant pendant plus de six mois en raison de l'omission d'élire un remplaçant, le lieutenant-gouverneur en conseil peut nommer un remplaçant ayant les qualités requises.

Rémunération et frais

9(1) Aucun membre du conseil d'administration ne peut être rémunéré à titre de membre. Toutefois, le président et les représentants élus par le sénat peuvent recevoir le salaire que leur procure normalement leur emploi à l'Université.
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9(2) Les frais de déplacement et les frais de subsistance peuvent être remboursés à un membre du conseil d'administration si ces frais sont liés à la présence du membre aux réunions du conseil ou à des déplacements faits pour le compte du conseil.

Quorum

10 Quinze membres du conseil d'administration présents à une réunion constituent le quorum.

Pouvoirs du conseil d'administration

11(1) Le conseil d'administration peut exercer les pouvoirs énoncés à l'article 3 de la Loi sur la fondation des universités et il exerce en outre les pouvoirs suivants :

a) il fixe les droits et les frais relatifs aux cours donnés par l'Université et aux services offerts par elle;

(b) engage and suspend or dismiss academic and other staff, set salaries and honoraria, prescribe the duties of any member of the staff and determine conditions of employment, including the definition of tenure of office or employment which unless the board determine otherwise, shall be during its pleasure;
(c) make by-laws governing the procedure to be observed at its meetings or in the conduct of its business;
(d) determine the administrative and academic organization of the university;
(e) establish committees of the board for the conduct of its business, including an executive committee, and assign their functions, powers and duties;
(f) make by-laws respecting membership in the university, and without limiting the generality of the foregoing, prescribing qualifications of members and establishing classes of members; and
(g) exercise internal disciplinary jurisdiction over the students of the university, with power to suspend or expel for just cause.

b) il engage, suspend ou licencie le personnel enseignant et les autres employés, fixe les salaires et les honoraires, définit les fonctions des membres du personnel et fixe les conditions d'emploi, notamment la durée de l'emploi, lequel, sauf décision contraire du conseil, est occupé à titre amovible;
c) il prend des règlements relatifs à son fonctionnement ou à la procédure à observer pendant ses réunions;
d) il définit l'organisation de l'Université;
e) il constitue des comités de fonctionnement, dont un bureau, et il définit les fonctions et les pouvoirs de ces comités;
f) il prend des règlements relatifs aux membres de l'Université, notamment au chapitre des conditions requises pour les membres et des classes de membres;
g) il est responsable de la discipline à l'Université et il peut suspendre ou expulser un étudiant si ses motifs sont justifiés.

11(2) The government, conduct, management and control of the university and of the property, revenue, business and affairs thereof shall be vested in the board, and it may authorize expenditures and make financial commitments; and in carrying out these functions it may, by resolution, delegate these authorities.

11(2) Le conseil d'administration dirige, gère et administre l'Université ainsi que les biens, les recettes, les activités et les affaires de cette dernière, et il peut autoriser des dépenses et prendre des engagements financiers; dans l'exercice de telles fonctions, il peut, par résolution, déléguer ses pouvoirs.

11(3) If any question shall arise as to the powers and duties of the senate, of the president, or of any other officer or servant of the university or of anybody therein not definitely provided for in the statutes or in this regulation, it shall be settled and determined by the board, whose decision shall be final; and the board may alter, modify or set aside any action or decision of any of them.

11(3) Le conseil d'administration peut modifier ou annuler une mesure ou une décision prise par le sénat, le président, un dirigeant ou un employé de l'Université ou une autre personne relevant de l'Université et il règle et tranche les questions relatives aux pouvoirs et aux fonctions de ces derniers qui ne sont pas visées de façon précise par une loi ou par le présent règlement, et la décision du conseil d'administration est définitive.
R.M. 181/89

11(4) The board shall not abolish or discontinue the collegiate department or the theology faculty without first having consulted the senate and secured the approval of the general council.

11(4) Le conseil d'administration doit consulter le sénat et obtenir l'approbation du conseil général avant d'abolir le département d'études secondaires et la faculté de théologie ou d'interrompre leurs activités.
R.M. 181/89

11(5) The board shall not sell and absolutely dispose of the lands now owned and occupied by the university in the City of Winnipeg, fronting on Portage Avenue in the said city and bounded on the north, east and west respectively by Ellice Avenue and Balmoral and Spence Streets respectively, nor the buildings erected thereon, nor the capital of the Endowment Fund of the university, nor any part thereof, without the consent of the general council; provided, however, that nothing herein contained shall prevent the university from raising money for its purposes, or giving security for any indebtedness of the university, by mortgage, charge or hypothecation of the said lands, buildings or Endowment Funds, or any portion or portions thereof; and the foregoing provisions shall apply to increases and additions to the capital of the Endowment Fund.

11(5) Le conseil d'administration ne peut, sans le consentement du conseil général, vendre et aliéner de façon absolue la totalité ou une partie du capital constituant le fonds de dotation de l'Université, des biens-fonds appartenant à l'Université et occupés par elle dans la Ville de Winnipeg ou des bâtiments qui sont construits sur ces biens-fonds, lesquels donnent sur l'avenue Portage et sont délimités par l'avenue Ellice au nord, la rue Balmoral à l'est et la rue Spence à l'ouest; aucune disposition du présent règlement ne doit toutefois empêcher l'Université de se procurer des fonds pour la poursuite de ses objectifs ni de donner une garantie relative à une créance par voie d'hypothèque ou de charge grevant la totalité ou une partie des biens-fonds, des bâtiments et du fonds de dotation en question, et les dispositions qui précèdent s'appliquent aux montants ajoutés au capital du fonds de dotation.

11(6) The board shall make an annual report to the Lieutenant Governor in Council, in which shall be set forth in detail the receipts and expenditures for the next preceding fiscal year, the investments as they stood at the end of the year, and such other particulars as the Lieutenant Governor in Council may require.

11(6) Le conseil d'administration présente au lieutenant-gouverneur en conseil un rapport annuel détaillé portant sur les recettes et les dépenses de l'exercice précédent ainsi que sur les placements en vigueur à la fin de l'exercice et contenant les autres précisions demandées par le lieutenant-gouverneur en conseil.

11(7) The report shall, on or before December 1 next after the close of the fiscal year for which it is made, be sent to the Minister of Education, who shall lay it and the report of the auditor appointed under section 15 before the Legislative Assembly within the first 15 days of the next ensuing session.

11(7) Le rapport est remis au ministre de l'Éducation au plus tard le 1er décembre suivant la fin de l'exercice visé par le rapport, et le ministre dépose à l'Assemblée législative, dans les quinze jours suivant le début de la session suivante, le rapport annuel et le rapport du vérificateur nommé en vertu de l'article 15.

Appointment of president

12(1) The board shall appoint the president of the university and prescribe his or her tenure of office and the remuneration to be paid to him or her.

Nomination du président

12(1) Le conseil d'administration nomme le président de l'Université et fixe la durée de son mandat et la rémunération qui lui sera versée.

12(2) The president shall be the chief executive officer of the university.

12(2) Le président est le directeur général de l'Université.

12(3) The president has the general supervision over, and direction of, the operation of the university, including

(a) the academic work of the university;
(b) the instructional staff of the university, including the deans of all the faculties; and
(c) the officers and employees of the university who are not members of the instructional staff.

12(3) Le président dirige l'Université, notamment :

a) les activités universitaires de l'Université;
b) le personnel enseignant de l'Université, y compris les doyens des facultés;
c) les cadres et les employés de l'Université qui ne font pas partie du personnel enseignant.

12(4) The president shall perform such other duties and functions and exercise such other powers as may be assigned to him or her by the board.

12(4) Le président exerce les autres fonctions et les autres pouvoirs qui lui sont attribués par le conseil d'administration.

Office of chancellor

13(1) The chancellor of the university shall be elected by a joint meeting of the board and senate on the nomination of a joint committee composed of five members of the board and five members of the senate, and shall hold office for three years.

Chancelier

13(1) Le chancelier de l'Université est désigné par un comité mixte composé de cinq membres du conseil d'administration et de cinq membres du sénat et il est élu lors d'une réunion tenue conjointement par le conseil d'administration et le sénat; il occupe ses fonctions pendant trois ans.
R.M. 181/89

13(2) The chancellor shall be the titular head of the university and in addition to any other functions set out herein he or she shall confer all degrees of the university.

13(2) Le chancelier est le chef nominal de l'Université et, en plus d'exercer les fonctions énoncées dans le présent règlement, il décerne tous les diplômes de l'Université.

Senate

14(1) There shall be a senate of the university which shall be composed of

(a) the chancellor;
(b) the president;
(c) the vice-president, if any;
(d) the Deputy Minister of Education, or his or her designate;
(e) the dean of each faculty in the university;
(f) the director of each school in the university;
(g) two members appointed by and from the board;
(h) the librarian of the university;
(i) the chairman of each department of the faculty of arts and science;

Sénat

14(1) Le sénat est composé des membres suivants :

a) le chancelier;
b) le président;
c) s'il y a lieu, le vice-président;
d) le sous-ministre de l'Éducation ou la personne qu'il désigne;
e) le doyen de chaque faculté de l'Université;
f) le directeur de chaque école de l'Université;
g) deux membres du conseil d'administration nommés par ce dernier;
h) le bibliothécaire de l'Université;
i) le directeur de chaque département de la faculté des arts et des sciences;

Appendix B

University of Manitoba Collective Agreement: Articles 28–29

1990-91	1991-92	1992-93
a maximum of $450 for expenditures in support of approved research/study activities	a maximum of $473 for expenditures in support of approved research/study activities	a maximum of $497 for expenditures in support of approved research/study activities

27.2 Exclusive of those on research/study leave, a Member who is unable to meet his/her class(es) due to travel or attendance at a meeting or conference shall arrange for coverage of his/her class(es) by a qualified substitute, or reschedule such class(es) at a time convenient to his/her students, and at no expense to the University.

27.3 Members shall be reimbursed for expenses incurred while travelling on approved University business in accordance with University policy thereto appertaining which policy shall not be changed so as to diminish the amounts available for this purpose.

ARTICLE 28. REDUNDANCY

28.1 For the purposes of this article, redundancy is the disestablishment of a department of the University containing Members, for valid academic and financial reasons, although the initiation of the consideration of a redundancy may be based primarily on financial grounds. This provision does not preclude the possibility of all departments in a faculty being individually and separately declared redundant. Where such disestablishment does not require or result in a change in the appointment status of Members, the provisions of this Article do not apply.

28.2 Deans of faculties and Directors of schools shall seek the advice of their faculty/school council before submitting a recommendation to declare a redundancy to the President or the Senate. In seeking that advice the dean/director shall provide the faculty/school council with his/her reasons for the recommendation, including a description of the academic and financial considerations taken into account, and the information the dean/director has used in considering the declaration of a redundancy. Any advice of the faculty/school council shall accompany the proposal of the dean/director.

28.3 The Board of Governors shall not declare redundant any department containing Members without having given the Senate an opportunity to make a recommendation. The Board shall not consider a recommendation initiated by Senate or the President concerning a proposed declaration of redundancy before the matter has been referred to the appropriate faculty/school council for consideration and report thereon. The faculty/school council shall be provided with the Senate's or the President's reasons for its/his/her recommendation, respectively.

28.4 Any recommendation regarding the declaration of redundancy of a department which is forwarded to the Board of Governors shall contain the reasons for the recommendation, including a description of the academic and financial considerations taken into account, together with the information used in making the recommendation. If more than one recommendation for considering a redundancy is being forwarded to the Board of Governors then, where appropriate, they may use common supporting documentation. Deliberations at all levels may simultaneously consider more than one recommendation for redundancy. Upon receipt of a recommendation regarding the declaration of a redundancy, the Board of Governors shall send to the Association a copy of the recommendation together with the information used in making the recommendation and any advice obtained from the faculty/school council pursuant to s. 28.2 and s. 28.3 hereof.

28.5 The Board of Governors shall not declare redundant any department containing Members without having sent a written notice to the Association indicating the department to be affected and the reasons for considering the redundancy and without having given the Association the opportunity to make a submission to the Board of Governors regarding such a proposed declaration.

28.6 The Board of Governors shall inform the Senate, the Association and the affected department regarding any action taken in response to recommendations received. The information considered by the Board and the reasons for the Board's action shall be provided in writing.

28.7 Upon passage of a motion by the Board of Governors declaring a redundancy involving Members, a Redundancy Committee shall be established in order to advise on the measures, primarily within the faculty/school in question, needed to deal with the declared redundancy as it affects Members. Deliberations of the Redundancy Committee shall be based on academic needs and priorities of the faculty/school in question (established by the dean/director after having received the advice of his/her faculty/school council). In cases where two or more individuals are equal with respect to the academic needs and priorities of the faculty/school the order of discontinuance shall be: first, Members holding probationary appointments in reverse order of effective date of appointment which date is deemed to be the beginning of the maximum untenured period and next, Members holding appointments with tenure, in reverse order of the effective date of the appointment with tenure.

28.7.1 This committee shall have the following composition: four (4) persons elected by the faculty/school council in which the redundancy is declared; three (3) persons appointed by Senate.

28.7.2 The committee shall elect its own chairperson from among its own members.

28.7.3 Upon establishing the committee, the Board of Governors shall inform the committee of the date it intends to take action implementing measures to deal with the redundancy. Such date shall not be less than three (3) months from the date the committee was established.

28.7.4 It shall be the responsibility of the Redundancy Committee to consider other methods of alleviating the effects of the redundancy including, but not limited to, transfers, research/ study leaves, early retirement, and reduced appointments within the faculty/school in question. It shall be the responsibility of the Redundancy Committee, in consultation with the Dean/Director and the department involved, to recommend which Member(s) are to be affected by the redundancy and how these Member(s) shall be affected by the redundancy. Where the committee intends to advise the Board of Governors to make use of discontinuance, transfer, retraining or leaves, and where such measures would affect Members, it shall give those Members so affected an opportunity to discuss their positions with the committee. The Redundancy Committee shall recommend to the Board of Governors, and its recommendations and report shall be made available to the ad\hoc committee established pursuant to s. 28.8 of this Article and to the Association.

28.8 Upon passage of a motion by the Board of Governors declaring a redundancy involving Members, a special ad hoc Redeployment Committee, shall be established in order to advise, in light of the recommendations of the Redundancy Committee, on the measures, primarily outside the Faculty/School in question, needed to deal with the declared redundancy, as it affects Members. Deliberations of the Redeployment Committee shall be based on academic needs and priorities of the faculty/school in question (established by the dean/director after having received the advice of his/her faculty/school council). In cases where two or more individuals are equal with respect to the academic needs and priorities of the faculty/school the order of discontinuance shall be: first, Members holding probationary appointments in reverse order of effective date of appointment which date is deemed to be the beginning of the maximum untenured period and next, Members holding appointments with tenure, in reverse order of the effective date of the appointment with tenure.

28.8.1 This committee shall have the following composition: The Vice-President (Academic); two (2) persons appointed by the Senate; two (2) persons appointed by the Association.

28.8.2 The committee shall elect its own chairperson from among its own members.

28.8.3 Upon establishing the committee, the Board of Governors shall inform the committee of the date it intends to take action implementing measures to deal with the redundancy. Such date shall be not less than three (3) months from the date the committee was established. The committee shall advise the Board of Governors on measures needed to deal with the redundancy and shall make a copy of its report available to the Association. Such advice shall include, but not be limited to, the following:

28.8.3.1 Whether the use of such means as retirements, leaves and transfers can be used to postpone or alleviate the need to discontinue probationary or tenured faculty appointments or academic librarian appointments;

28.8.3.2 If retraining for other academic or administrative positions should be considered as an alternative to discontinuance of probationary or tenured faculty appointments or academic librarian appointments and if so, to what extent it should be employed.

28.8.3.3 Where the committee intends to advise the Board of Governors to make use of discontinuance, transfer, retraining or leaves, and where such measures would affect Members, it shall give those Members so affected an opportunity to discuss their positions with the committee.

28.9 Nothing herein contained shall prohibit the Board of Governors from seeking the advice of other bodies or individuals it deems necessary.

28.10 The Board of Governors shall not discontinue the appointments of tenured and probationary faculty members unless there is a declared redundancy or a declared extraordinary financial exigency which cannot be alleviated by other reasonable means.

28.10.1 Members whose appointments are to be discontinued will be so advised by the Board of Governors in a written statement which indicates clearly the reasons for the discontinuation.

28.10.2 Those Members, (other than those holding term or contractually limited appointments) whose appointments are to be discontinued because of the redundancy, shall receive from the Board of Governors twelve (12) months' written notice and a discontinuance allowance equal to one (1) month's salary for each year of service in the University subject to a minimum of twelve (12) months' salary and a maximum of eighteen (18) months' salary.

28.10.3 In the event that a faculty member whose probationary or tenured appointment was discontinued as a result of a redundancy is subsequently given a full-time academic appointment with the University, he/she shall receive such appointment status as he/she shall have enjoyed at the time of the declaration of the redundancy. Salary shall be increased for the subsequent appointment by any applicable scale and increments awarded to Members as provided for under Article 24 during the period of discontinuance.

28.10.4 A faculty member whose probationary or tenured appointment has been discontinued as a result of a redundancy shall have, for a period of three (3) years from the date of his/her discontinuance, the right of first refusal for the first available position in the bargaining unit for which the faculty member is qualified. Such positions shall be filled on a competitive basis where the competition would consist of a pool of all discontinued faculty members who previously held probationary and tenured appointments.

28.10.5 Discontinued faculty members who previously held tenured or probationary appointments shall, for a period of three (3) years from the date of their discontinuance, be advised by the University, at their last known address, of any full time vacant position outside the bargaining unit prior to the external posting of such a vacancy. Subject to terms and conditions of employment as may be applicable to other University employees, an applicant who previously held a probationary or tenured appointment as a faculty member and whom the University considers is qualified for the available position, shall, for a period of three (3) years from the date of his/her discontinuance, have, prior to external posting, the right of first refusal for the position. Faculty members who accept positions outside of the bargaining unit shall not forfeit their right of first refusal for positions within the bargaining unit as described in 28.10.4 above.

28.10.6 For the purpose of scholarly activity, a discontinued faculty member who previously held a probationary or tenured academic appointment shall have, for a period of three (3) years from the date of his/her discontinuance, access to office and laboratory space and library and computer services to the same extent and in the same fashion as is enjoyed by faculty members who are employed.

28.10.7 A faculty member whose probationary or tenured appointment has been discontinued as a result of a redundancy and who accepts a transfer to another faculty position in the bargaining unit shall retain his/her appointment status (including any necessary salary adjustment as is provided for in section 28.10.3 hereof).

28.10.8 A discontinued faculty member who previously held a probationary or tenured academic appointment may maintain, for a period of three (3) years from the date of his/her discontinuance, such University staff benefits as he/she chooses provided that he/she makes prior arrangements to pay the costs of such coverage.

28.10.9 Discontinuance, pursuant to this article is not dismissal for cause and shall not be recorded or reported as such.

28.11 If the Board of Governors decides to use retraining as an alternative to discontinuance of probationary or tenured faculty members or of probationary or continuing academic librarians or of probationary or continuing Instructors, it shall inform the Members in writing and invite them to apply to the President for approval to engage in a training program.

28.11.1 Each applicant shall outline the program of study he/she intends to pursue.

28.11.2 An offer of retraining shall include the continuation of salary, whether by means of the discontinuance allowance or otherwise, for a period of time to be stated in the offer. The Board of Governors shall pay any tuition fees and required moving/travel expenses connected with the retraining.

28.11.3 Upon successful completion of his/her retraining program, the Member shall have, for a period of two (2) years, the right of first refusal for the first available position in his/her new field provided he/she is qualified for the position. If an offer of employment is accepted by the Member, he/she shall have a reasonable period of time, not to exceed twelve (12) months, to complete existing employment obligations.

28.11.4 Upon being re-appointed by the University, the Member shall receive such appointment status as he/she had enjoyed at the time of the declaration of redundancy. Salary shall be increased for the subsequent appointment by any applicable scale and increments awarded to Members as provided for under Article 24 during the period of discontinuance.

28.12 Whenever, pursuant to the provisions of this Article, advice is to be sought, a recommendation is to be considered or a submission may be made, the Board of Governors shall consider any request for information that is required in order to provide the advice, consider the recommendation or make the submission. Such information shall not be unreasonably withheld. Requests for information shall not be frivolous or vexatious. Disputes arising from requests for, or withholding of, information shall be dealt with expeditiously by an arbitrator. The Board of Governors shall not provide personal information regarding staff and/or students at the University that is confidential in order to protect their personal privacy, a detailed breakdown of the reserve for negotiations with bargaining units or salary breakdowns leading to the calculation of the reserve allocations (although the total reserve shall be provided if requested) or any other strategy, advice or guidelines which would prejudice the University's bargaining position with any bargaining unit.

ARTICLE 29. EXTRAORDINARY FINANCIAL EXIGENCY

29.1 For the purposes of this article, an extraordinary financial exigency is a serious deficiency in revenues in relation to operating budget commitments (i.e. the total budgetary resources of the University and not just the academic or salary components thereof) which may reasonably be expected to continue for more than one fiscal year and which threatens to render the University insolvent and which cannot be alleviated by other means.

29.2 The Board of Governors shall not declare an extraordinary financial exigency without first giving the Association an opportunity to provide advice with respect to such a declaration. Having notified the Association that it is considering the declaration of an extraordinary financial exigency, the Board of Governors shall, upon the request of the Association, supply it with the information used by the Board in considering the declaration.

29.3 The Board shall not declare a state of extraordinary financial exigency without first having established a commission to advise the Board as to whether or not the commission believes the basis for a declaration of financial exigency, as defined in section 29.1 hereof, exists.

29.3.1 The commission shall have the following composition: one (1) person appointed by the Board of Governors; one (1) person appointed by the Senate and one (1) person appointed by the Association. The commission shall select its own chairperson from outside its membership who shall be non-voting.

29.3.2 The commission shall have the opportunity to select a financial consultant of its choice to assist it in its deliberations. The consultant shall report to the commission and the Board of Governors. Costs of the financial consultant will be borne by the Board of Governors.

29.3.3 The Board of Governors shall make available to the commission the information that was used by the Board in considering the declaration.

29.3.4 The report of the commission shall be submitted simultaneously to the Board of Governors, the Association and Senate and shall accompany any recommendation the President may make to the Board concerning the extraordinary financial exigency.

29.3.5 The report of the commission and any recommendation of the President shall be made public.

29.4 The Board shall inform the Senate and the Association of any action taken in response to any advice or recommendations received. The information considered by the Board and the reasons for the Board's action shall be provided.

29.5 After having declared an extraordinary financial exigency, the Board of Governors shall establish an ad hoc committee to advise it on measures needed to deal with the extraordinary financial exigency as it affects Members.

29.5.1 The committee shall have the following composition: Three (3) persons appointed by the Board of Governors; two (2) persons appointed by Senate; three (3) persons appointed by the Association.

29.5.2 The committee shall elect its own chairperson.

29.6 The committee shall advise the Board of Governors on measures needed to deal with the extraordinary financial exigency. Such advice shall include, but not be limited to, the following:

29.6.1 the budgetary measures other than, or in addition to, reduction in the full-time academic salary budget, which might be resorted to in order to prevent or minimize such salary budget reductions;

29.6.2 whether the utilization of other means such as retirement, leaves and transfers can postpone or alleviate the need to discontinue appointments;

29.6.3 the size of the required reduction, if any, in the full-time academic salary budget;

29.6.4 a set of priorities for meeting the exigency and a proposal on how any required reductions in the full-time academic salary budget could be accommodated within such priorities;

29.6.5 whether or not, and to what extent, any required reductions could be accommodated, in whole or in part, by freezing or reducing academic salary levels;

29.6.6 whether or not, and to what extent, any required reductions could be accommodated, in whole or in part, by curtailing certain academic programs.

29.7 The Board of Governors shall not implement any measures to deal with the declared financial exigency which involve reduction in the full-time academic salary budget until the committee has reported or until three (3) months after the establishment of the committee, whichever is sooner. A copy of the committee's entire submission to the Board shall be forwarded simultaneously to the Association and to Senate, and made available to the public. The Board shall inform the committee, Senate and the Association of any action taken in response to the advice of the committee. The information considered by the Board and the reasons for the Board's action shall be provided.

29.8 Nothing herein contained shall prohibit the Board of Governors from seeking the advice of other bodies or individuals it deems necessary.

29.9 The Board of Governors shall not discontinue the appointments of tenured and probationary faculty members unless there is a declared redundancy or a declared extraordinary financial exigency which cannot be alleviated by other reasonable means.

29.9.1 Members whose appointments are to be discontinued because of an extraordinary financial exigency will be so advised by the Board of Governors in a written statement which indicates clearly the reasons for the discontinuation. Recommendations of the dean/director to the Board of Governors concerning the determination of Members to be discontinued shall be based on academic needs and priorities of the faculty/school in question (established by the dean/director after having received the advice of his/her faculty/school council). Where the dean/director intends to advise the Board of Governors to make use of discontinuance, transfer, retraining or leaves, and where such measures would affect Members, he/she shall give those Members so affected an opportunity to discuss their positions with him/her.

29.9.1.1 In the case where two (2) or more candidates for discontinuance are equal, the order of discontinuance shall be: first, Members holding probationary appointments in reverse order of effective date of appointment which date is deemed to be the beginning of the maximum untenured period and next, Members holding appointments with tenure, in reverse order of the effective date of the appointment with tenure.

29.9.2 Those Members, (other than those holding term or contractually limited appointments) whose appointments are to be discontinued because of the state of extraordinary financial exigency, shall receive from the Board of Governors twelve (12) months' written notice and a discontinuance allowance equal to one (1) month's salary for each year of service in the University subject to a minimum of twelve (12) months' salary and a maximum of eighteen (18) months' salary.

29.9.3 In the event that a faculty member whose probationary or tenured appointment was discontinued as a result of an extraordinary financial exigency is subsequently given a full-time academic appointment with the University, he/she shall receive such appointment status as he/she shall have enjoyed at the time of the declaration of the extraordinary financial exigency. Salary shall be increased for the subsequent appointment by any applicable scale and increments awarded to Members as provided for under Article 24 during the period of discontinuance.

29.9.4 A faculty member whose probationary or tenured appointment has been discontinued as a result of an exigency shall have, for a period of three (3) years from the date of his/her discontinuance, the right of first refusal for the first available position in the bargaining unit outside his/her department for which the faculty member is qualified. Such positions shall be filled on a competitive basis where the competition would consist of a pool of all discontinued faculty members who previously held probationary and tenured appointments.

29.9.5 A discontinued faculty member who previously held a probationary or tenured appointment shall have for a period of three (3) years from the date of his/her discontinuance a right of first refusal for any vacant faculty position in his/her former department for which he/she is qualified according to a recall order which is the reverse of the order of discontinuance in section 29.9.1.1 of this Article.

29.9.6 Discontinued faculty members who previously held tenured or probationary appointments shall, for a period of three (3) years from the date of their discontinuance, be advised by the University, at their last known address, of any full time vacant position outside the bargaining unit prior to the external posting of such a vacancy. Subject to terms and conditions of employment as may be applicable to other University employees, an applicant who previously held a probationary or tenured appointment as a faculty member and whom the University considers is qualified for the available position, shall for a period of three (3) years from the date of his/her discontinuance, have, prior to external posting, the right of first refusal for the position. Faculty members who accept positions outside of the bargaining unit shall not forfeit their right of first refusal for positions within the bargaining unit as described in 29.9.4 or 29.9.5 above.

29.9.7 For the purpose of scholarly activity, a discontinued faculty member who previously held a probationary or tenured academic appointment shall have, for a period of three (3) years from the date of his/her discontinuance, access to office and laboratory space and library and computer services to the same extent and in the same fashion as is enjoyed by faculty members who are employed.

29.9.8 A faculty member whose probationary or tenured appointment has been discontinued as a result of an extraordinary financial exigency and who accepts a transfer to another faculty position in the bargaining unit shall retain his/her appointment status (including any necessary salary adjustment as is provided for in section 29.9.3 hereof).

29.9.9 A discontinued faculty member who previously held a probationary or tenured academic appointment may maintain, for a period of three (3) years from the date of his/her discontinuance, such University staff benefits as he/she chooses provided that he/she makes prior arrangements to pay the costs of such coverage.

29.9.10 Discontinuance, pursuant to this article is not dismissal for cause and shall not be recorded or reported as such.

29.10 If the Board of Governors decides to use retraining as an alternative to discontinuance of probationary or tenured faculty members or of probationary or continuing academic librarians or of probationary or continuing Instructors, it shall inform the faculty members in writing and invite them to apply to the President for approval to engage in a training program.

29.10.1 Each applicant shall outline the program of study he/she intends to pursue.

29.10.2 An offer of retraining shall include the continuation of salary, whether by means of the discontinuance allowance or otherwise, for a period of time to be stated in the offer. The Board of Governors shall pay any tuition fees and required moving/travel expenses connected with the retraining.

29.10.3 Upon successful completion of his/her retraining program, the Member shall have, for a period of two (2) years, the right of first refusal for the first available position in his/her new field provided he/she is qualified for the position. If an offer of employment is accepted by the Member, he/she shall have a reasonable period of time, not to exceed twelve (12) months, to complete existing employment obligations.

29.10.4 Upon being re-appointed by the University, the Member shall receive such appointment status as he/she had enjoyed at the time of a state of extraordinary financial exigency. Salary shall be increased for the subsequent appointment by any applicable scale and increments awarded to Members as provided for under Article 24 during the period of discontinuance.

29.11 Whenever, pursuant to the provisions of this Article, advice may be provided or is to be sought, the Board of Governors shall consider any request for information that is required in order to provide the advice. Such information shall not be unreasonably withheld. Requests for information shall not be frivolous or vexatious. Disputes arising from requests for, or withholding of, information shall be dealt with expeditiously by an arbitrator. The Board of Governors shall not provide personal information regarding staff and/or students at the University that is confidential in order to protect their personal privacy, a detailed breakdown of the reserve for negotiations with bargaining units or salary breakdowns leading to the calculation of the reserve allocations (although the total reserve shall be provided if requested) or any other strategy, advice or guidelines which would prejudice the University's bargaining position with any bargaining unit.

29.11.1 A request pursuant to s. 29.11 for information required in order to carry on the work of a commission established pursuant to s. 29.3 may be made by any member of the commission.

Appendix C

APPENDIX C
University of Manitoba 1991-92
Undergraduate: Public Contribution & Tuition Fees by Faculty (Fees at 33% of Cost)

Faculty	Enrolment	Cost/ Student ($) (2)	Tuition Fee ($) (1)	% Cost (1)/(2)	Public Contribution ($) (3)	% Cost (3)/(2)	Tuition Revenue
Agriculture							
Degree	371	12,378	4,122	33.3%	8,256	66.6%	1,529,262
Diploma	101	17,790	5,924	33.3%	11,866	66.6%	598,324
Architecture	348	7,764	2,585	33.3%	5,179	66.6%	899,580
Art, School of	281	9,568	3,186	33.3%	6,382	66.6%	895,266
Arts	5,791	5,076	1,690	33.3%	3,386	66.6%	9,786,790
Dentistry							
Dental Hygiene	42	29,569	9,847	33.3%	19,722	66.6%	413,574
Dentistry	98	55,827	18,590	33.3%	37,237	66.6%	1,821,820
Education	1,826	6,500	2,165	33.3%	4,335	66.6%	3,953,290
Engineering	1,174	10,337	3,442	33.3%	6,895	66.6%	4,040,908
Human Ecology	528	7,644	2,546	33.3%	5,098	66.6%	1,344,288
Law	278	13,941	4,642	33.3%	9,299	66.6%	1,290,476
Management	1,083	7,714	2,569	33.3%	5,145	66.6%	2,782,227
Medicine							
Medical Rehab.	157	13,632	4,540	33.3%	9,093	66.6%	712,780
Medicine	325	30,576	10,182	33.3%	20,394	66.6%	3,309,150
Music	77	11,878	3,955	33.3%	7,923	66.6%	304,535
Nursing	405	9,116	3,036	33.3%	6,080	66.6%	1,229,580
Pharmacy	133	12,565	4,184	33.3%	8,381	66.6%	556,472
Physical Education & Rec. Studies	369	10,657	3,549	33.3%	7,108	66.6%	1,309,581
Science	2,601	6,814	2,269	33.3%	4,545	66.6%	5,901,669
Social Work	275	7,272	2,422	33.3%	4,850	66.6%	660,050
Total	**16,263**						**43,339,622**
					Current Revenue		31,679,522
					Additional Revenue		11,660,100

Note: Table includes correspondence students and winter and summer session standard students but excludes 280 Continuing Education students and 203 Pre-Masters students.

Source: Office of Institutional Analysis IS Book 1991-92, University of Manitoba, and Statistics Canada Catalogue 81-219 Annual.

Appendix D

APPENDIX D
University of Manitoba 1991-92
Graduate: Public Contribution & Tuition Fees by Faculty (Fees at 15% of Cost)

Faculty	Enrolment	Cost/ Student ($) (2)	Tuition Fee ($) (1)	% Cost (1)/(2)	Public Contribution ($) (3)	% Cost (3)/(2)	Tuition Revenue
Agriculture & Food Sciences	144	43,499	6,525	15.0%	36,974	85.0%	939,600
Architecture	109	33,445	5,017	15.0%	28,428	85.0%	546,853
Arts	320	23,751	3,563	15.0%	20,188	85.0%	1,140,160
Dentistry	12	46,299	6,945	15.0%	39,354	85.0%	83,340
Education	191	13,952	2,093	15.0%	11,859	85.0%	399,763
Engineering	265	29,577	4,437	15.0%	25,140	85.0%	1,175,805
Human Ecology	29	32,022	4,803	15.0%	27,219	85.0%	139,287
Law	4	37,518	5,628	15.0%	31,890	85.0%	22,512
Management	201	14,649	2,197	15.0%	12,452	85.0%	441,597
Medicine	161	27,830	4,175	15.0%	23,655	85.0%	672,175
Natural Resources Institute	44	15,914	2,387	15.0%	13,527	85.0%	105,028
Nursing	42	22,847	3,427	15.0%	20,665	85.0%	143,934
Pharmacy	1	57,829	8,674	15.0%	49,155	85.0%	8,674
Physical Education & Rec. Studies	31	26,813	4,022	15.0%	22,791	85.0%	124,682
Science	194	31,582	4,737	15.0%	26,845	85.0%	918,978
Social Work	77	14,494	2,174	15.0%	12,320	85.0%	167,398
Total	**1,825**						**7,029,786**
					Current Revenue		3,982,150
					Additional Revenue		3,047,636

Note: Tuition includes the total of the Standard Fee and the Graduate Faculty Fee.
Three Medical Rehabilitation students have not been included.

Source: Office of Institutional Analysis IS Book 1991-92, University of Manitoba, and Statistics Canada Catalogue 81-219 Annual.

Appendix E

LIST OF PROPONENTS

THE PAS
NOVEMBER 3, 1992

Lois McMurchy, R.N.
Gwen Bulman, R.N., B.N.

Alfred McDonald

Michael Munroe

Margaret Barbour Collegiate Institute,
Kelsey School Division No.45
Vaughn Wadelius, M.Ed., Principal
Allan Gardiner, Guidance Counsellor

Swampy Cree Tribal Council
Linda Ballantyne
Edwin Jebb
Francis McGillvray

Beverley D. Lyons

Manitoba Organisation of Faculty Associations,
University of Manitoba
Dr. Tom Booth, President

Northern Business Management Training
Program
Connie Pringle, Director
Grant Buchanan, Keewatin Community
College
Dr. Peter Hordern, Dean, Faculty of Arts,
Brandon University
Ross Playter, Department of Business
Administration, Brandon University

THOMPSON
NOVEMBER 4, 1992

School District of Mystery Lake
Brian Wilson, Superintendent

Northern Manitoba Economic Development
Commission
Thomas Henley, Chairman

First Year by Distance Education --
Program (FYDE)
Carol M. Little, Program Coordinator

B.N. Students
Holly Levac, R.N.
Kim Fraser, R.N.
Marion Ellis, R.N.

Thompson Action Committee on the
Status of Women
Hari Dimitrakopoulou-Ashton
Ann McLean

Manitoba Child Care Association,
Thompson Regional Branch
Sandra Gagné

City of Thompson
Mayor William Comaskey

FLIN FLON
NOVEMBER 5, 1992

Flin Flon School Division
Dan Reagan, Superintendent

Ruth Betts School
Dennis E. Ballard, Principal

Josephine Bridson

Northern Women's Resource Service Inc.
Anne Marie Hughes, Member, Board of
Directors
Judy Claydon, Executive Director

Students of FYDE, Inter Universities North
Kerry Jones
Aldene Fraser
Deborah Best

Hapnot Collegiate
Herb Simms, M.Ed., Career Counsellor

Jerry Storie, MLA, Flin Flon

Charlie Mott, President, Flin Flon Teachers' Association

Glen E. Smith, B.Ed., Principal, Hapnot Collegiate

Judy S. Hughes, Student

Marlene Skokun, Nurse

BRANDON
NOVEMBER 12, 1992

Eileen McFadden, Professional Associate, Brandon University

Nursing Education, Brandon University
- Mary Anne Andrusyszyn, Associate Professor
- Anne Marie Bowman, Assistant Professor
- John B. English, Associate Professor & Chair
- Viola Fast Braun, Instructional Associate
- Constance (Rence) Will, Assistant Professor
- Shirley Jo Paine, Brandon General Hospital (retired)
- Dr. Peter Letkeman, Dean, Faculty of Science

James Douglas, Student

Joe Dolecki, Assistant Professor & President, Brandon University Faculty Association

Jennifer Howard, Administrative Coordinator
- Manitoba Action Committee on the Status of Women

Brandon University Students' Union
- Jeff Richert, President
- Jay McKiernan
- Denise Delorme, Canadian Federation of Students

Brandon Medical Investments (1982) Ltd.
- Don G. Edwards, C.A., Business Manager

Brandon University Alumni Association
- Pat Britton, Director of Alumni Relations
- Ken McKay, Executive Committee, Board of Directors
- Doug Adams, Executive Committee, Board of Directors

Manitoba Association of Registered Nurses, Westman Region
- Seema Roberts, President
- Beverley Clark
- Shirley Jo Paine

Ron Helwer, Treasurer, Brandon University Foundation

John Rosendale, Student

SAINT-BONIFACE
LE 17 NOVEMBRE 1992

Association des Etudiant.e.s du Collège universitaire de Saint-Boniface
- José François, Président

Association canadienne d'éducation de langue française
- Normand Boisvert, Président

Association des directeurs/trices d'écoles franco-manitobaines
- Michel McDonald, Président

Collège universitaire de Saint-Boniface
- Rolland Gaudet, Professeur titulaire

Francofonds Inc.
- Jean-Marie Taillefer, Président

Henri Bouvier, présentation personnelle

Centre culturel franco-manitobain
- Henri Bouvier, Président

Fédération provinciale des comités de parents inc.
- Gilbert Savard, Président
- Gérald Lecuyé, Directeur général

Association des professeurs et professionnels du Collège universitaire de Saint-Boniface
- André Samson, Président

Association des municipalités bilingues du Manitoba
- Raymond Poirier

Fédération des caisses populaires du Manitoba Inc.
- Normand Collet, Président du conseil d'administration

Collège universitaire de Saint-Boniface
- David Dandeneau, Professeur

Monseigneur Antoine Hacault, Archevêque de Saint-Boniface

Association des anciens et anciennes du Collège universitaire de Saint-Boniface
Alfred Monnin
Roger Millier
Edgar Dupont
Madeleine Lafond

Conseil Jeunesse Provincial
Chantal Bérard, Présidente
Alain Boucher, Directeur général

La Ligue féminine catholique du Manitoba Inc.
Florence Bourgouin

Festival du Voyageur
Lucille Cénérini, Présidente

SAINT-BONIFACE
LE 18 NOVEMBRE 1992

Caroline Duhamel, Présidente, Commissaires d'écoles franco-manitobains

Lucien Loiselle, Président,
Association des cadres et professionnel.le.s francophones du Manitoba

Conseil de la coopération du Manitoba
Garry Tessier

Conseil de la coopération du Manitoba
Roger Robidoux, Conseiller en développement économique

Association des traducteurs et interprètes du Manitoba
Raymond Hébert, Vice-Président

Société Franco-Manitobaine
George Druwé, Président

Réseau
Lorraine Fredette, Directrice

Association des juristes d'expression française du Manitoba
Rhéal Teffaine, Président
M. Jean-Paul Boily, Directeur général

Fédération des communautés francophones et acadiennes du Canada
Raymond Bisson, Président

Société historique de Saint-Boniface
Henri Grimard, Président

La Caisse Populaire de Saint-Boniface Limitée
Georges Picton, Président

Fédération des aînés franco-manitobains
Alma Desautels

Éducatrices et Éducateurs francophones du Manitoba
Guy Boulianne, Président

Pluri-elles (Manitoba) Inc.
Suzanne Nicolet

WINNIPEG
DECEMBER 1, 1992

Winnipeg Education Centre
Dr. Lionel Orlikow, Director

Faculty of Dentistry, University of Manitoba
Dr. R.E. Jordan, Dean
Dr. James Wright, Associate Dean

Task Force on Distance Education and Technology
Heather Wood, Coordinator
Dr. John Didyk, Member

School of Music, University of Manitoba
Dr. Richard B. Wedgewood, Director

James B. Wallace

Ruth L. Bellan, M.A., C. Psych., Reading Therapist

Society of Management Accountants of Manitoba
Brian L. Parkhurst, C.M.A., Executive Director
John Klippenstein, C.M.A., President
Steve Vieweg, Director of Education

Interfaculty Option in Aging, University of Manitoba
Dr. Lorna Guse, Associate Professor & Chair
Dr. John Bond Jr., Professor & Member
Dr. Grant Marshall, Head, Department of Interior Design & Member

Department of Physics, University of Manitoba
Dr. Jasper S. C. McKee, Professor & Acting Head

Roger Lepinsky, Student

Dr. Melvin Loewen

WINNIPEG
DECEMBER 2, 1992

St. John's College, University of Manitoba
Dr. Mary Kinnear, Acting Warden
Dr. Martin Gerwin, Dean
Dr. Bradley McLean, Dean

University of Manitoba Institute for Humanities
Dr. Anthony M. C. Waterman, Director
Francis Lamont, Board of Directors

Learning Disabilities Association of Manitoba
Robin Millar, President
Marie Chervney, Secretary

Certified General Accountants of Manitoba
Len Hampson, Executive Director
Jim Penner, President

Canadian Manufacturing Association
Douglas McColeman, Board of Directors

Manitoba Organisation of Faculty Associations & Canadian Association of University Teachers joint presentation
Dr. Tom Booth, President, Manitoba

Organisation of Faculty Associations
Dr. Alan Andrews, President, Canadian Association of University Teachers
Dr. Ken McGoveran, Member, Independent Study Group on University Governance
Dr. Alden Turner, President, University of Winnipeg Faculty Association

Darren W. Brown, Student, University of Manitoba

Martin Green, P.Eng.

Board of Regents, University of Winnipeg
Margaret McPherson, Chair

Manitoba Prospectors and Developers Association
Gordon E. McIlroy, Secretary & Treasurer
Arnold Mickelson, President
Bruce Dunlop, Director

Dr. Hans-Juergen Dorst, Research Physicist

WINNIPEG
DECEMBER 3, 1993

Association of Professional Engineers of Manitoba
Stuart Ursel
Dave Ennis, Executive Director
Lee Anne Matthes

Continuing Education Division, University of Manitoba
Dr. Michel Janisse, Dean
Cheryl McLean, Director

Faculty of Science, University of Manitoba
Dr. Peter Laznicka, Professor

University of Winnipeg Students' Association
Kemlin Nembhard, President
Jeff Waldman, Vice-President Advocate

Manitoba Association for Lifelong Learning
Gail Halliwell, Past President
Morley Campbell, Executive Board Member

Faculty of Agricultural and Food Sciences, University of Manitoba
Dr. J. I. Elliot, P.Ag., Dean
Dr. Don Flaten, Associate Dean, Administration
Dr. Bernie Dronzek, Associate Dean, Academic Affairs

Caucus for Women, University of Manitoba
Dr. Donna Chow, Professor, Department of Immunology & Co-Chair

Department of Chemistry, University of Manitoba
Dr. Norman Hunter, Professor & Acting Head

Swan Valley School Division
Bill Schaffer, Superintendent
Ed Hart, Trustee

Manitoba Society of Medical Laboratory Technologists
A. N. C. Delaat, A.R.T., Continuing Education Director
Louis Martinez, Vice-President

Faculty of Human Ecology, University of Manitoba
Dr. R. E. Berry, Dean
Dr. Lois Brockman, Professor
Dr. Michael Eskin, Professor
Brigitte Wiebe, Student Advisor

Women in Science Committee, Faculty of Science, University of Manitoba
Dr. Barbara L. Sherriff, Chair & Associate Dean

Canadian Association for Women in Science
Dr. Janice G. Dodd, Associate Professor, University of Manitoba & Past-President

Women's Health Research Foundation of Canada Inc.
Arlene Draffin-Jones

Manitoba Association of Registered Nurses
Netha Dyck, President
Susan Derk, Executive Director

WINNIPEG
DECEMBER 4, 1992

Aboriginal Council of Winnipeg
Linda Keeper, Counsellor

David Yauniskis

Transcona-Springfield School Division No.12
Diane Phillips, Consultant & Graduate Student
Dave Normandale, Teacher & Graduate Student

Graduate Student Association, University of Manitoba
Robert S. Belo, President
George P. Mason, Vice-President
James D. Astwood, Student Senator

Faculty of Social Work, University of Manitoba
Dr. Don Fuchs, Dean
Dennis Bracken, Associate Dean

Continuing Education Task Force, Gimli Evergreen School Division
Dr. Rosalene Saleski, Superintendent & CEO
Vivian Leduchowski, Chair, Board of School Trustees

Brandon University Senate
Dr. Peter Hordern, Vice-Chair
Dr. Rosanne Gasse, Professor
Tom Mitchell, Registrar & Secretary of Senate

St. Paul's College
Dr. Richard A. Lebrun, Rector

Christopher Radimer, Graduate Student, University of Manitoba

Manitoba Action Committee on the Status of Women &
University of Winnipeg Women's Centre
Susan Banks

Manitoba Health Organisations
Ron G. Birt, President

Students of the Weekend College, University of Manitoba
Diane Pusiewich, Teaching Assistant
Rena Normandale, Teaching Assistant

Manitoba Association of School Superintendents
Collin Jamieson, President
Dr. Gerald McConaghy, Research Committee
Arnold E. Reimer, Research Committee

WINNIPEG
DECEMBER 8, 1992

Dr. Raymond Currie, Dean
Dr. Bob Tait, Associate Dean
Dr. Eric Annandale, Associate Dean
Harry Sutcliffe, Executive Assistant
Faculty of Arts, University of Manitoba

Muriel Koscielny, Graduate Student, University of Manitoba

Manitoba Society of Occupational Therapists
Irene Ling, O.T.M., Vice-Present & Co-Chair, Government Affairs Committee
Gail Russell, President

Hugh A. MacDiarmid

Manitoba Teachers' Society
Terry Clifford, President
David Turner, President Designate
Ron Banister Vice-President
Judy Bradley, Staff
Aubrey Asper, General Secretary

The Alumni Association, University of Manitoba
Claudia Weselake, President
Dr. Lynne Smith, Past President
Donald Ross, Vice-President
Laird Rankin, Executive Director

Dr. Chris D. Anderson, P.Eng.

Faculty of Education, University of Manitoba
Dr. John Stapleton, Dean
Lyne Hamilton, Administrative Coordinator

Faculty of Engineering, University of Manitoba
Dr. G. E. Laliberte, P.Eng., Dean
Dr. Sammy Rizkalla, Associate Dean
Irene Mikawoz, Director of Student Recruitment

Faculty of Engineering, University of Manitoba
Jo Franje, Chair, Management Committee, Engineering and Applied Sciences Industrial Affiliates Program
Ray Hoemsen, Director, Institute for Technological Development

WINNIPEG
DECEMBER 11, 1992

University of Manitoba Faculty Association
Dr. Robert Chernomas, Professor & President
Sylvia Johannson, Executive Director
Dr. Charles Bigelow, Professor & Vice-President
Sheila Andrich, Libraries
Dr. Rosa Bruno-Jofre, Assistant Professor & Executive Member
Dr. Harry Duckworth Jr., Professor
David Howorth, Professor

Manitoba Multicultural Resource Centre, University of Winnipeg
Dr. Louisa Loeb, Chair
Bill McDonald, Executive Director

John Wiens &
Dr. Benjamin Levin

Manitoba Health Research Council
Dr. John L. Hamerton, Chairman
Dr. Fritz Stevens, Executive Director

Kenneth Emberly

Sandra Storm

President's Advisory Council on Women, University of Manitoba
Dr. Marion Vaisey-Genser, Professor & Chair
Dr. Janet Baldwin, Professor & Vice-Chair

Child Care Education Program Approval Committee
Gail Watson, Chair
Dorothy Dudek, Member
Dr. Kay Kerr, Member
Dr. Lois Brockman, Member
Francis Evers, Member

Canadian Federation of Students
Kevin Dearing

Association of Physiotherapists of Manitoba & Canadian Physiotherapy Association
Monika Brechka, Board Member
Gladys Cadieux

WINNIPEG
JANUARY 7, 1993

Manitoba Schizophrenia Society &
Society for Depression and Manic Depression
Vern McComas, Chair, Advocacy Committee & Past-President
William Ashdown, Executive Director

University of Manitoba Access Program
Dr. Donald J. Unruh, Special Advisory (University Accessibility)

Students, University of Manitoba
Shauna McKinnon
Traci Libitka

WINNIPEG
JANUARY 8, 1993

Tom Campbell, Student, University of Manitoba

Winnipeg 2000
Mal Anderson, Co-Chair, Human Resource Committee
Gordon Johnstone, Chief Executive Officer

Institute of Chartered Accountants of Manitoba
Robert E. Caswill, C.A., Director of Education
Ken Ross, Vice-President

Choices
Jean Altemeyer
Brian Kelcey

Dr. George Brass

Board of Regents, University of Winnipeg
Ralph Donnelly, Member

Providence College, Canadian Mennonite Bible College, Canadian Nazarene College, Catherine Booth Bible College & Concord College
Dr. William Eichhorst, President
Dr. John Neufeld, President
Dr. Riley Coulter, President
Dr. Earl Robinson, President
Dr. James Pankratz, President

Manitoba Theatre Centre
Steven Schipper, Artistic Director
Robb Paterson, Associate Director

Manitoba Child Care Association
Cathy Gold

University of Manitoba Intercultural Coalition
Priscilla Settee
Neharika Vohra
Dr. Lyle Fide

WINNIPEG
JANUARY 11, 1993

Assembly of Manitoba Chiefs
Phil Fontaine, Grand Chief
Virginia Arthurson, Education Advisor
Shirley Malcolm, Education Agreement Coordinator

Manitoba Association of School Trustees
Dr. Gerry MacNeil, Executive Director
Lorn Bergstresser, President
Barbara King, Chair, Ad Hoc Committee & Regional Director, MAST Executive

Union of Manitoba Municipalities
Jack Nichol
Jerome Mauws, Executive Director

Manitoba Institute of Agrologists
Fraser Stewart, P.Ag., Chair, Education Committee
Dr. Karin Wittenberg, Vice-President
Dr. Beth Candlish, Executive Director & Registrar

Scott Woodford, Student, University of Manitoba

Mark Currie Waldie, M.A.

Robin Goodfellow for Mel Christian

WINNIPEG
JANUARY 13, 1993

Menno Simmons College
Dr. George Richert, President
Victor Martens, Vice-Chairman, Board of Directors

Manitoba Intercultural Council
Alfred Wiebe, MIC Executive
Sam Koshy, Executive Secretary
Mirek Kokot

Frontier School Division No.48
Ron Zong, Chairman, Board of School Trustees
Kevin Van Camp, Chief Superintendent

St. Pauls College Students' Association, University of Manitoba
Nick Jesson
John Collins
Russell Lavitt
Fergus Lopez

Aboriginal Staff/Student Network, Department of Native Studies, University of Manitoba
Dr. Fred J. Shore, Assistant Professor, Department of Native Studies
Dr. Laara Fitznor, Assistant Professor, Faculty of Education
Linda Keeper, Instructor & Academic Advisor, Access & Special Pre-Medicine

Edward A. Speers, P.Eng.

Registered Psychiatric Nurses' Association of Manitoba
Jeff Gunter, R.P.N., President
Annette Osted, R.P.N., Executive Director

Co-operative Education Manitoba
Craig Edwards, Chair

Students, University of Manitoba
Jay Funke
Jesse Goldman

Manitoba Speech and Hearing Association
Jerri-Lee MacKay, President
Margaret Morse, Committee Member

Carolyn Keeler, Student, University of Manitoba

Concord College
Dr. James Pankratz, President
Arthur DeFehr, Board of Directors

COMMUNITY COLLEGES' WRITTEN SUBMISSIONS

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D. Beth Westfall, President

Red River Community College
Dr. Tony Knowles, President

Assiniboine Community College
Brenda Cooke, President

UNIVERSITIES' EXECUTIVE BRIEFS

University of Manitoba
Dr. Arthur V. Mauro, Chancellor
William Mitchell, Chair, Board of Governors
Dr. Arnold Naimark, President

Brandon University
Dr. Dennis Anderson, President
Larry Dawson, Vice-President, Administration & Finance

University of Winnipeg
Dr. Marsha Hanen, President
John Law, Vice-President, Finance
Dr. David Gagan, Vice-President, Academic
Dr. George Tomlinson (Planning)

Collège universitaire de Saint Boniface
André Couture, Président, Conseil d'administration
Paul Ruest, Ph.D., Recteur

WRITTEN SUBMISSIONS WITHOUT PRESENTATION
(Chronological Record)

Board of Regents, University of Winnipeg
Robert P. Purves, Vice-Chair

Department of Religion, University of Manitoba
Dr. John Stackhouse Jr., Associate Professor
Dr. Egil Grislis, Professor
Dr. Larry Hurtado, Professor

Robert J. Roddy, M.S.W.

Dr. S. R. Loschiavo, F.E.S.C.

Reimer Express Enterprises Ltd.
Gerald F. Reimer, Executive Vice-President & Secretary

Vernon L. Dutton, P.Eng.

Brandon University Northern Teacher Education Program
Dr. Agnes Grant, Education and Native Studies

The City of Flin Flon
Larry Fancy, Assistant Secretary-Treasurer

Canadian Parents for French
Jan Thiessen, Chair
Marvin Steen
Georgina Tremblay
Margaret Stinson

Council of Unions, Brandon University
Errol Black, Secretary

Department of History, University of Winnipeg
Dr. Wesley Stevens, Professor

Alice Spence, R.N., Student

Robin Goodfellow, Student, University of Manitoba

Council of Ontario Universities
Peter George, President

Manitoba Dental Association
Dr. Heinz H. Scherle, D.M.D., President

Faculty of Education, University of Manitoba
Dr. Gerry Ameis, Lecturer

Western Canada Dominion Bridge
A. W. Stewart, Senior Vice-President

Price Waterhouse
John F. Kelly, C.A.

Association of Employees Supporting Education Services
Wayne Pucci, President

Manitoba Telephone System
Oz Pedde, President & CEO

Ronald J. Duhamel, M.P., St. Boniface

Department of Applied Mathematics, University of Manitoba
Dr. P. W. Aitchison, Associate Professor

Manitoba Association of Social Workers & Manitoba Institute of Registered Social Workers
Ernie Masiowski, M.S.W., R.S.W., President

Interfaith Pastoral Institute
Dr. Richard N. Dearing, Th.D., Executive Director

Manitoba Association of Home Economists

Patricia Tetlock

Association of Occupational Therapists of Manitoba
Margaret Anne Campbell, O.T.M., Chair

Connie & A. J. Kolynchuk

Canadian Bankers Association
James M. Babcock

Department of Classics, University of Manitoba
Dr. Rory B. Egan, Head

Filipino Task Force on Education
Odey Magsino, B.Sc., Chairman

Manitoba Federation of Labour

St. John's College, University of Manitoba
Dr. Peter St. John, Associate Professor

The Toronto-Dominion Bank, Manitoba and Saskatchewan Division
James M. Babcock, Senior Vice-President

Association des Professeurs École Technique et Professionnelle
Charlotte Walkty, Présidente

Le Cercle Molière
Marie Benoist-Martin, Présidente

C. Wilbert Loewen

University of Manitoba Faculty Association
C. Palmer, Professor & Executive Board Member

Lord Selkirk Regional Comprehensive Secondary School
G. M. Halliwell, Advisory Council

Manitoba Museum of Man and Nature
Dr. E. Leigh Syms, Curator of Archaeology

Economic Innovation and Technology Council
Dr. John Wade, Vice-Chairman

Manitoba Department of Education and Training
John D. Carlyle, Deputy Minister
on behalf of the Honourable Rosemary Vodrey, Minister

Faculty of Architecture, University of Manitoba
Dr. Michael Cox, Dean

Industry, Science and Technology Canada
Rainer Andersen, Executive Director

The Mining Association of Manitoba Inc.
Barney Kovacs, Executive Vice-President

James P. Stevenson

Department of Business Administration, University of Manitoba
A. R. Kear, Associate Professor

Faculty of Human Ecology, University of Manitoba
Dr. John Bond Jr., Professor

Manitoba Association of Architects
R. Eastwood, President

Collège Mathieu, Saskatchewan
Victor Godbout, Directeur général

Manitoba Association for Multicultural Education
Jon C. Young, Vice-President

Winnipeg Harvest Inc.
David Northcott, Co-ordinator

J. R. Mitchell

Manitoba Round Table on Environment & Economy, Education Committee
Darwin Donachuk
Jenny Hilliard
Thomas Henley
(Due to time constraints a presentation was made to the Commission outside the public hearing process.)

Faculty of Arts, University of Manitoba
Dr. Gregory C. Monks, Associate Professor

Faculty of Education, Brandon University
Dr. John R. Mallea, Professor & former Vice-Chancellor

Health Care Products Association of Manitoba
Andrew J. Frank, President

Appendix F

TERMS OF REFERENCE

The Commission will:

1. confer with the citizens of Manitoba, various associations and organizations and the university community as to their expectations of the role and mission of universities;
2. review and make recommendations on the most appropriate governance structure for post-secondary education in the province;
3. review and make recommendations on university management systems including source and application of funds, resource allocation systems and budget control systems;
4. review and make recommendations on the extent and degree of public accountability of universities;
5. review and make recommendations on the general accessibility to university education in the province;
6. review and make recommendations on cooperation, allocation of functions and institutional linkages between universities and also, how these relate to community colleges and high schools;
7. give consideration to the legal and regulatory factors related to all proposed changes to the existing arrangements;
8. review and make recommendations on such other matters as may arise being germane to the organization, management and delivery of university education in Manitoba.

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